



## Notice of meeting of

### Local Development Framework Working Group

**To:** Councillors Merrett (Chair), Barton, D'Agorne, Levene, Potter, Reid, Riches, Simpson-Laing and Watt (Vice-Chair)

**Date:** Monday, 5 December 2011

**Time:** 5.00 pm

**Venue:** The Guildhall, York

### AGENDA

#### 1. **Declarations of Interest**

At this point, members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

#### 2. **Minutes** (Pages 3 - 6)

To approve and sign the minutes of the meeting of the Local Development Framework Working Group held on **7 November 2011**.

#### 3. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on **Friday 2<sup>nd</sup> December 2011**.

**4. City of York Council - Revised Local Development Scheme.**  
(Pages 7 - 50)

This report advises Members on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004, amended 2008).

**5. York Central Development Framework and Former British Sugar/Manor School Supplementary Planning Document.**  
(Pages 51 - 76)

This report sets out the findings of work undertaken to establish a transport approach, including site access strategy, on the York Central (YC) and former British Sugar/ Manor School (fBS/MS) development sites. Members are asked to note the findings of the work, and to endorse the proposed approaches to taking these findings forward, as outlined in the report.

**6. Affordable Housing Targets in Rural Areas.** (Pages 77 - 82)

Members are asked to consider a report which advises them on proposed changes to affordable housing targets in rural areas.

**7. Any other business which the Chair considers urgent under the Local Government Act 1972.**

Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone – (01904) 552062
- E-mail – [laura.bootland@york.gov.uk](mailto:laura.bootland@york.gov.uk)

For more information about any of the following please contact the Democracy Officer, responsible for servicing this meeting:

- Registering to speak
- Business of the meeting

- Any special arrangements
- Copies of reports/background papers.

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- find out about the rules for public speaking from the Democracy Officer.

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### Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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City of York Council

Committee Minutes

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MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	7 NOVEMBER 2011
PRESENT	COUNCILLORS MERRETT (CHAIR), BARTON, D'AGORNE, LEVENE, POTTER, REID, WILLIAMS (SUBSTITUTE) AND WATT (VICE-CHAIR)
APOLOGIES	COUNCILLORS RICHES

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## 7. DECLARATIONS OF INTEREST

At this point in the meeting, Members are asked to declare any personal or prejudicial interests they may have in the business on the agenda.

Councillor Merrett declared a prejudicial interest in relation to page 54 of the agenda, paragraph 4.1 as he is considering installing solar panels on his property. He advised he would leave the room and take no part in discussions regarding paragraph 4.1. He also declared a personal interest as his neighbours have an extension.

Councillor D'Agorne declared a personal interest as he already has solar panels installed at his property.

Councillor Reid declared a personal interest as she already has solar panels installed at her property.

## 8. MINUTES

RESOLVED: That the minutes of the LDF Working Group held on 3<sup>rd</sup> October 2011, be approved and signed by the Chair, subject to the following amendment:

That resolution (ii) at minute item 4 be amended to read as follows:

That the Draft City Centre Area Action Plan preferred option for movement and accessibility be agreed for consultation,

taking into account the comments of the LDF Working Group, as detailed above.

**9. PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

**10. CITY OF YORK COUNCIL: SUB DIVISION OF DWELLINGS SUPPLEMENTARY PLANNING DOCUMENT.**

Members considered a report which sought approval from Members for the draft Supplementary Planning Document (SPD) on the Subdivision of Dwellings, which was attached at Annex A of the report, to be published for consultation.

Officers explained that the role of the SPD is to ensure that the subdivision of dwellings is controlled in a manner that provides well designed, good quality homes. There had been concern in recent years that some proposals for the subdivision of dwellings in the City had not been of an adequate standard.

Members made the following comments:

- Paragraph 2.4, Members queried whether all subdivided dwellings would need to be accessible to people with mobility problems. Officers advised that while this should be delivered where possible but they acknowledged there may be exceptions.
- Paragraph 2.4 – Members asked that it be made clear that in relation to bullet point 1 it is 'As originally built' dwellings with 4 bedrooms.
- Paragraph 3.4 – Members suggested amending the wording to make it clear that this paragraph was referring to 'areas not covered by article 4 direction'
- Paragraph 3.9 – Members queried if the requirement to have all rooms accessed from a corridor would be applicable in all cases as they know of converted properties where bathrooms lead on from bedrooms.
- Paragraph 3.22 – Members queried how noise between floors is measured and Officers agreed to liaise with the Council's Environmental Protection Unit to explore this further.



- Paragraph 3.36 – Members raised concerns regarding the creation of basement flats, particularly in flood zones and asked that officers look at adding a reference to this.
- Paragraph 3.46 - In response to Members concerns, Officers agreed to ensure that the contents of paragraph 3.46 are consistent with the LDF Core Strategy.

Members noted that the document would be taken to Planning Committee as part of the Consultation and not after it.

RESOLVED: That Members recommended Cabinet to:

- (i) Approve the draft Sub Division of Dwellings SPD for consultation purposes.
- (ii) Delegate to the Director of City Strategy in consultation with the Cabinet Member for City Strategy the making of any changes to the SPD

REASON: So that the SPD can be consulted on, and amended accordingly ahead of it being used for Development Management purposes to support the emerginf LDF Core Strategy.

**11. CITY OF YORK COUNCIL: HOUSE EXTENSIONS AND ALTERATIONS SUPPLEMENTARY PLANNING DOCUMENT.**

Members considered a report which sought approval for the Supplementary Planning Document (SPD) on House Extensions and Alterations to be published for consultation.

Officers advised that the SPD will replace the City Council's existing guidance note relating to extensions that was approved in 2001.

Members made the following comments:

- In relation to obscure glazing, some Members raised concerns about its use for primary windows in habitable rooms and felt it should only be used in secondary windows and bathrooms. Other Members suggested that it may be appropriate in some cases and asked that the wording of paragraph 3.3 be amended accordingly.
- Some Members queried paragraph 4.1 and how the degree of harm is measured and how levels of light are measured in homes and gardens. It was agreed that this paragraph would be left unchanged for the consultation.
- In relation to paragraph 14.5, some Members raised concerns about the wording and diagrams used to illustrate Dormer windows and asked that Officers look at the section to ensure the guidance is clear.

Members noted that the draft SPD would go to Main Planning Committee within the consultation process and not after it.

RESOLVED: That Members recommended Cabinet to :

- (i) Approve the draft House Extensions and Alterations SPD for consultation purposes.
- (ii) Delegate to the Director of City Strategy in consultation with the Cabinet Member for City Strategy the making of any changes to the SPD that are necessary as a result of the recommendation of the LDF Working Group.

REASON: So that the SPD can be consulted on, and amended accordingly ahead of it being used for Development Management purposes to support the emerging LDF Core Strategy.

Cllr Merrett, Chair

[The meeting started at 5.00 pm and finished at 5.35 pm].



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**Local Development Framework Working Group****5<sup>th</sup> December 2011**

Report of the Director of City Strategy

**City of York Council – Revised Local Development Scheme****Summary**

1. This report advises Members on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004, amended 2008). The LDS is effectively the project plan for the delivery of the Local Development Framework (LDF). A draft of the LDS is attached as Annex A to the report. Members are asked to recommend Cabinet to allow the publication of the revised LDS to support the Core Strategy process.

**Background**

2. The Planning and Compulsory Purchase Act (2004, amended 2008) requires local authorities to produce and publish a project plan for the production of the Local Development Framework known as the Local Development Scheme (LDS). It is important that the LDS is revised periodically to reflect changes to the LDF program.
3. Guidance indicates that the LDS should cover all aspects appropriate to the progression of the LDF. This includes the establishment of the evidence base, information on which development plan documents will be taken forward, resource implications and reporting structures.
4. Previously the LDS came into effect 28 days after being submitted to the Government Office for Yorkshire and Humber unless they requested more time or proposed changes to the document. Given

the changed role to Government Office it is proposed to forward a copy of the LDS directly to the Department for Communities and Local Government (CLG) requesting any views within 28 days. Given the role of CLG and the localism agenda it is not anticipated that they would seek any changes to the document however if any suggestions are made Cabinet would be updated accordingly.

### **Key Components of LDS**

5. The proposed LDS, attached as Annex A to this report, covers six key areas each of which is detailed below:
  - i. Introduction – highlights the authority’s current position;
  - ii. Programme & Contents – covers the process of adopting development planning documents under the current planning system and highlights those that the Council intends to prepare over the next two years (2012-2013). This includes revised timelines for the documents currently under production and highlights the key evidence base documents and risk analysis table.
  - iii. Annual Monitoring Report
  - iv. Sustainability Appraisal & Strategic Environmental Assessment
  - v. Existing Council Strategies
  - vi. Resources

### **Options**

6. Members have two options relating to the proposed LDS:

**Option 1:** To recommend Cabinet approve the LDS as drafted by Officers, attached as Annex A, for publication.

**Option 2:** To seek amendments to the LDS through the recommendations of the Working Group or alternatively request that Officers prepare an alternative project plan.

## Analysis

7. It is our intent to submit the Core Strategy DPD to the Secretary of State in January 2012, after which it will be examined by an Independent Planning Inspector. The Core Strategy is now significantly advanced and is supported by an extensive evidence base. The LDS as it is proposed represents a deliverable programme which will help support the Core Strategy during the Examination phase and indicates the relationship between the Core Strategy and the other documents proposed. Work is also underway on both the Allocations and Designations DPD and the City Centre Area Action Plan.

## Corporate Priorities

8. The revised LDS supports the following Council Plan priorities:
  - Create jobs and grow the economy
  - Get York moving
  - Build strong communities
  - Protect vulnerable people
  - Protect the environment

## Implications

9. Implications are as listed below:
  - **Financial:**
    - Finance is in place for the progression of the Core Strategy and Allocations and Designations DPD's. If the Council wishes to progress the City Centre Area Action Plan (CCAAP) to Examination further funding will have to be identified.
  - **Human Resources (HR):** There are no HR implications.
  - **Equalities:** There are no Equalities implications.
  - **Legal:** As work on the LDF progresses legal advice will be sought to ensure the document under production is both procedurally and technically sound.
  - **Crime and Disorder:** There are no Crime and Disorder implications.

- **Information Technology (IT):** There are no IT implications.
- **Property:** There are no property implications.
- **Other:** There are no other known implications.

### **Risk Management**

10. Potential risks to the delivery of the programme are highlighted in Table 5 of the LDS document itself along with potential mitigating actions.

### **Recommendations**

11. That Members recommend to Cabinet that it:
  - (i) approves, subject to the recommendations of this working group, the proposed Local Development Scheme included as Annex A to this report, for publication;

Reason: So that the Local Development Scheme can be progressed.

- (ii) delegate to the Director of City Strategy in consultation with the Cabinet Member for City Strategy, the making of any other necessary changes arising from either the recommendations of the LDF Working Group, Cabinet or CLG.

Reason: So that any recommended changes can be incorporated into the Local Development Scheme and it can be progressed.

**Contact Details**

**Authors:**

**Chief Officer Responsible for the report:**

**Martin Grainger**

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Assistant Development Officer  
Integrated Strategy Unit  
Tel: 551491

**Report Approved**



**Date** 23/11/11

**Specialist Implications Officer(s)**

Financial  
Patrick Looker  
Finance Manager  
Tel: 551633

**Wards Affected:** *List wards or tick box to indicate all*

All

**For further information please contact the author of the report**

**Background Papers:**

None

**Annex A:** City of York Council Draft Local Development Scheme

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City of York

**LDF**

Local  
Development  
Framework

# Local Development Scheme

January 2012

# 1. Introduction and Context

## The Local Development Framework

- 1.1 In September 2004 the Planning and Compulsory Purchase Act (The Act) introduced a new planning system. For local authorities such as York the new system introduced a range of planning documents collectively known as the Local Development Framework (LDF).
- 1.2 The Act requires Local Authorities to prepare and maintain a Local Development Scheme (LDS) which is the project plan that explains the documents that the Council will prepare as part of its LDF. It also sets out the resources that will be required and the timetable for each document.

## Purpose and Content of the Local Development Scheme

- 1.3 This document is the Council's Scheme for 2012 to 2013. Its main purposes are:
  - to inform the community and other partners of the Local Development Documents (LDDs) that will make up the LDF for the area and the timescales they can expect for their preparation; and
  - to establish the Council's priorities for the preparation of LDDs and their associated work programmes, including in relation to budgeting and resources.

## The Present Development Plan for the City of York

### Strategic Planning Guidance

- 1.4 The coalition agreement published in May 2010 highlighted that the Government believes that it is time for a fundamental shift of power from Westminster to local councils, communities, neighbourhoods and individuals. As a part of this approach they included a commitment to 'rapidly abolish Regional Spatial Strategies and return decision making powers on housing and planning to local councils'. Following on from this on 6th July the Secretary of State for Communities and Local Government (CLG), Rt Hon Eric Pickles, announced the revocation of Regional Strategies with immediate effect.
- 1.5 In early August, house builder CALA Homes (Cala 1) launched a legal challenge to the government's decision to revoke RSSs. They argued that the Secretary of State was not empowered to revoke RSS in the way he did and that he had breached his obligations under European law by failing to assess the environmental effects. They were successful in this challenge which essentially means that the regional strategy remains part of the statutory

development plan. The Secretary of State has subsequently advised that the proposed abolition of regional strategies (in the Localism Act) is a Government commitment which Inspectors should take into account as a material consideration where relevant to their casework.

- 1.6 The Decentralisation and Localism Bill ('the Bill') was published by the Coalition Government on 13<sup>th</sup> December 2010 and was granted Royal Assent on 15<sup>th</sup> November 2011 and is therefore now called the Localism 'Act'. The legislation within the Act may commence immediately, after a set period or only after a commencement order by a Government minister. A commencement order is designed to bring into force the whole or part of an Act of Parliament at a date later than the date of the Royal Assent. When this occurs Regional government will be abolished immediately and therefore no new Regional Plans can be produced, however, existing Regional Spatial Strategies (RSSs) will remain part of the development plan until the Secretary of State has considered the outcome of the current consultation being undertaken by DCLG on the environmental assessment of the revocation of the existing regional strategies. This consultation ends on 20<sup>th</sup> January 2012.
- 1.7 It is the Government's clear policy intention to revoke existing regional strategies outside London, but this is subject to the outcome of environmental assessments and will not be undertaken until the Secretary of State and Parliament have had the opportunity to consider the findings of the assessments.

### **Locally**

- 1.8 In November 1999 a public inquiry opened to examine objections to the City of York Local Plan. One of the first issues to be considered by the independently appointed Government Inspector was the York Green Belt. In January 2000 he published his provisional views, which made it clear that the Plan should seek to adopt a permanent Green Belt. This differed to the approach advocated by the Council which involved initially designating an interim Green Belt whose boundaries would endure only for the life time of the Local Plan i.e. until 2006. Taking its lead from the inspector, in February 2000, the Council suspended the inquiry and officers began a Green Belt Review, which led to the Third Set of Changes to the Plan.
- 1.9 The consultation on the Third Set of Changes was held in February and March 2003. The Council received over thirteen thousand representations. This led to the production of a Fourth Set of Changes to the plan. The Local Plan up to and including the Fourth Set of Changes stages has been approved for Development Control purposes by the Council. Although this document does not have full Development Plan status as it has not been through the Inquiry process, it is considered to be an important material consideration in the assessment of planning applications. This document will be used for the purposes of Development Control until such time as it is superseded by elements of the LDF.

- 1.10 In addition to the draft Local Plan the Council has produced and is producing a range of draft supplementary planning documents to support policies included in the draft Local Plan up to and including the Fourth Set of Changes as approved by the Council for Development Control purposes (see Annex B). These documents are considered to be material considerations in terms of determining planning applications and will continue to be used by the Authority until such time as they are superseded.

## Further Information

- 1.11 A glossary of terms is provided in Annex D. Further general information about the LDF can be obtained from the Council's web page at [www.york.gov.uk](http://www.york.gov.uk) or the Planning Portal Website (the government's online service for planning) at [www.planningportal.gov.uk](http://www.planningportal.gov.uk).

If you would like to discuss this document or the LDF more generally please contact:

Forward Planning Team  
Integrated Strategy Unit  
City of York Council  
9 St. Leonard's Place  
York  
YO1 7ET

Telephone (01904) 551491

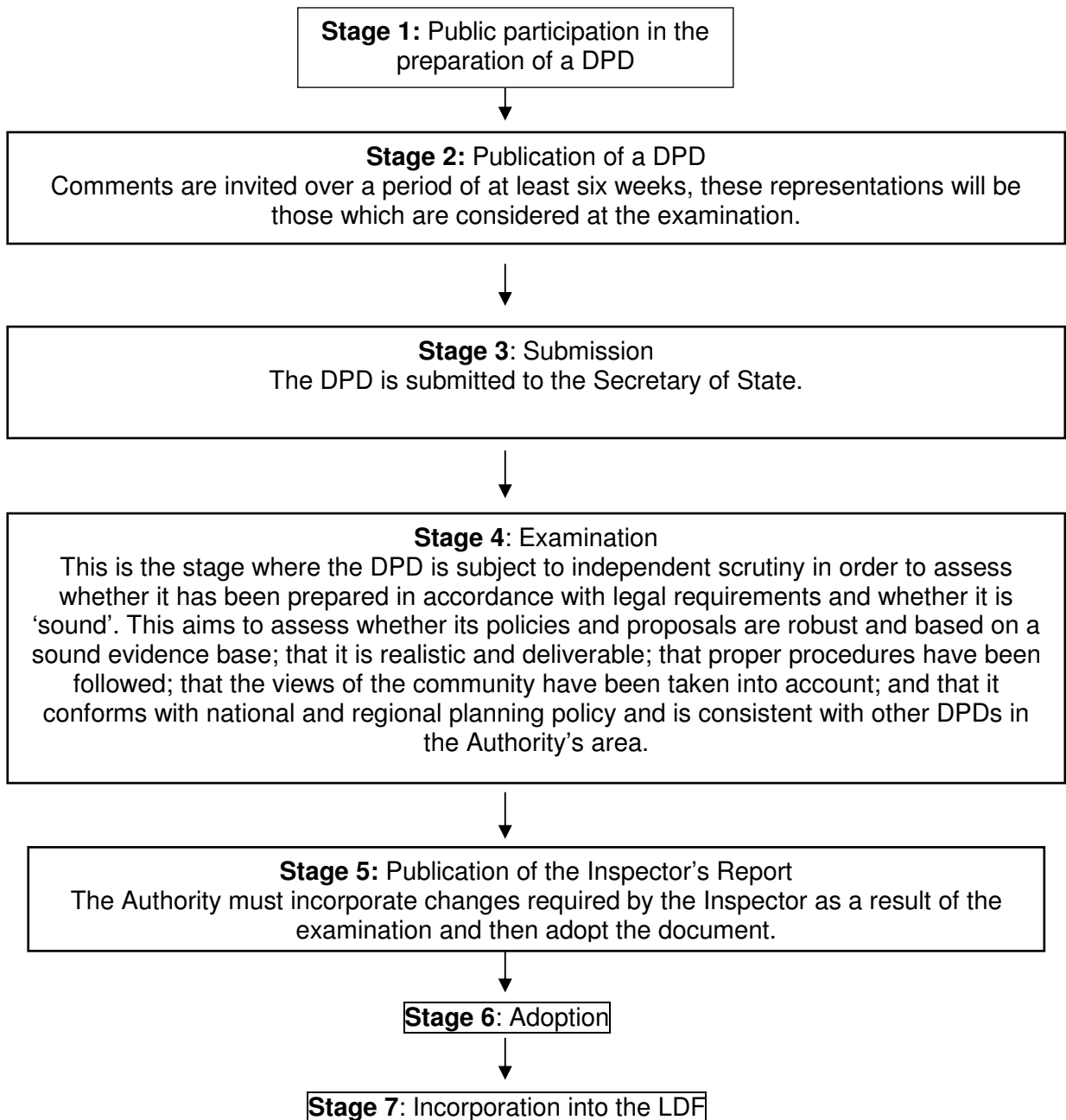
Email [integratedstrategy@york.gov.uk](mailto:integratedstrategy@york.gov.uk)

## 2. Programme & Content

### Process

- 2.1 The process for the production of Development Plan Documents (DPDs) that will form the LDF for the City is described in Figure 1 below.

#### **Figure 1: Preparation of Development Plan Documents (DPDs)**



## Local Development Documents

### *Progress to Date*

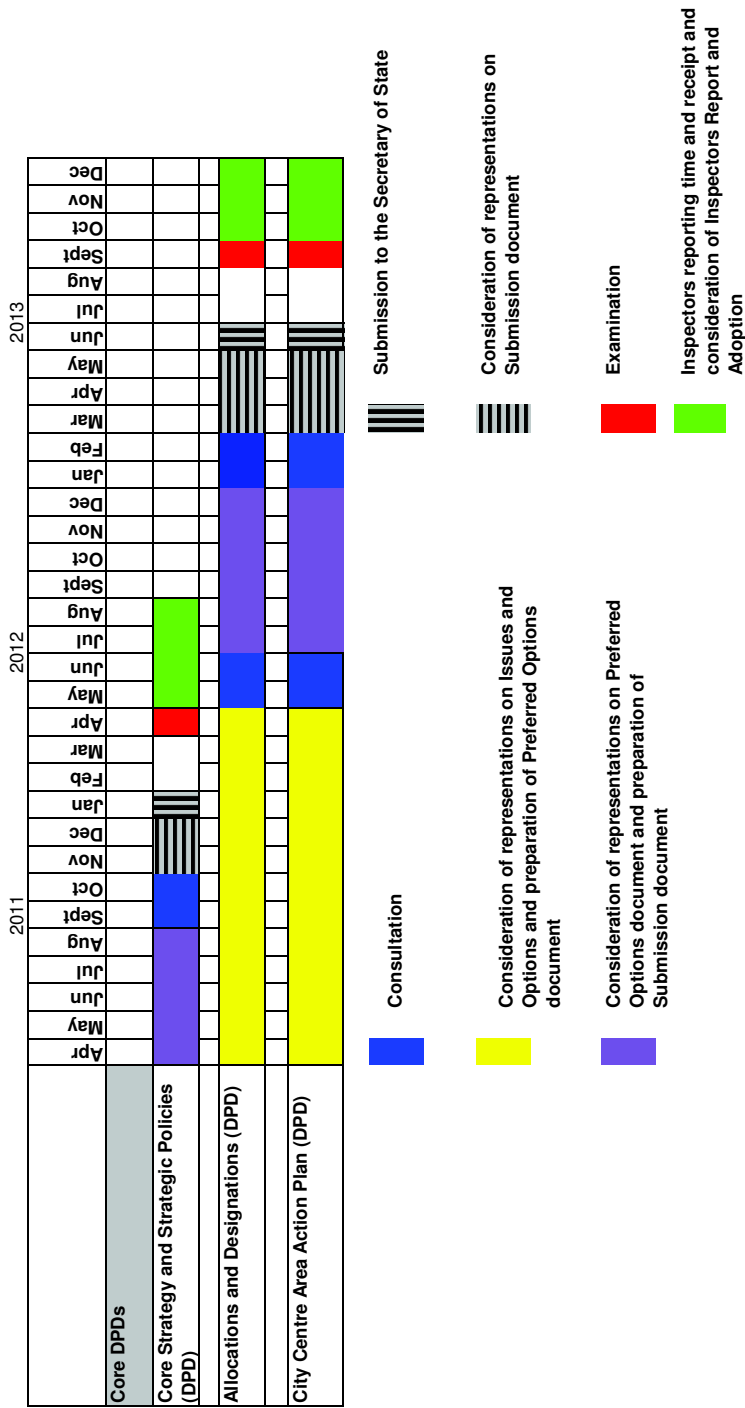
- 2.2 Since the last LDS was produced in December 2008, work has continued on the production of the Core Strategy DPD, Allocations and Designations DPD and the City Centre AAP. In terms of the Core Strategy a Preferred Options consultation took place between June and August 2009. Following analysis of the Preferred Options representations a Publication Submission document was produced and this was consulted on between September and November 2011. In relation to the Allocations and Designations DPD the sites put forward as part of the Issues and Options stage have been assessed and the Preferred Options document is being drafted. Production of the Preferred Options document for the City Centre Area Action Plan is also currently being undertaken, following analysis of the Issues and Options representations.
- 2.3 The SCI was adopted in December 2007. It sets out the Council's proposals for how the community will be involved in the production of planning documents and through consultation on planning applications.

### *Current Documents*

- 2.4 The following documents will be adopted by the end of 2013:
- Core Strategy DPD
  - Allocations and Designations DPD
  - City Centre AAP

The indicative timescales for the above documents are set out in Figure 2. Detailed information on the contents of the various LDDs identified in this section are provided in Annex A.

**Figure 2: LDF Work Programme - DPDs**



## Evidence Base

2.5 A key feature of the LDF is that its policies and proposals are soundly based on up-to-date and reliable evidence. A robust evidence base is therefore required in order to inform content and direction. This evidence base will also provide vital information for its subsequent monitoring and review.

2.6 **Table 1: Existing Evidence Base Documents:**

Study	Date of Production
City of York Biodiversity Audit (produced by: Martin Hammond (Ecological Consultant) and the City of York Council)	November 1996
City of York Biodiversity Audit (produced by: City of York Council)	January 2011
City of York Local Plan: The Approach to the Green Belt Appraisal (Produced by: City of York Council)	February 2003
City of York Retail Study (Produced by: GVA Grimley for the City of York Council)	June 2008
Retail Topic Paper (Produced by: GVA Grimley for City of York Council)	October 2010
Strategic Housing Market Assessment (SHMA) (Produced by: Fordham Research for the City of York Council)	June 2007
Open Space, Sport and Recreation Study (produced by: PMP for City of York Council)	November 2008
Strategic Flood Risk Assessment (SFRA) (Produced by: York Consultancy, for the City of York Council)	September 2007
Strategic Flood Risk Assessment (SFRA) Revision 1 (Produced by: York Consultancy, for the City of York Council)	April 2011
Employment Land Review (Stage 1) (Produced by: SQW)	July 2007
Employment Land Review (Stage 2) (Produced by: Entec for City of York Council)	February 2009
Travel to Work Topic Report – District Level (Produced by: City of York Council, City Development)	March 2005
York Landscape Appraisal (Produced by: Environmental Consultancy University of Sheffield (ECUS) for the City of York Council)	December 1996
Strategic Housing Land Availability Assessment (Phase 1) (Produced by: City of York Council)	April 2008
Strategic Housing Land Availability Assessment (Phase 2) (Produced by: City of York Council)	September 2011



Study	Date of Production
Affordable Housing Viability Study (Produced by: Fordham Research for City of York Council)	April 2010
Houses in Multiple Occupation Technical Paper (Produced by: City of York Council)	January 2011
Local Transport Plan 2011 – 2031 (LTP3) (Produced by: City of York Council)	March 2011
Preliminary Flood Risk Assessment (Produced by: City of York Council)	July 2011
Renewable Energy Strategic Viability Study for York (Produced by: AEA Group for City of York Council)	December 2010
School Playing Fields Assessment (Produced by: City of York Council)	January 2010
Preferred Options Topic Paper 3 – Transport (Produced by: City of York Council)	June 2009
Green Corridors Technical Paper (Produced by: City of York Council)	January 2011
York City Beautiful (Produced by: Alan Simpson <i>et al</i> for City of York Council)	February 2011

**Table 2: Topic Papers for the Submission Core Strategy**

Study	Date of Production
Population Topic Paper (Produced by: ARUP for City of York Council)	July 2011
Employment Topic Paper (Produced by: ARUP for City of York Council)	July 2011
Heritage Topic Paper (Produced by: City of York Council)	September 2011
Topic Paper on the Transport Implications of the LDF (Produced by: City of York Council)	September 2011

**Table 3: Supporting Papers for the Submission Core Strategy**

Study	Date of Production
Housing Growth –Supporting Paper (Produced by: City of York Council)	September 2011
Economic Growth –Supporting Paper (Produced by: City of York Council)	September 2011
Retail –Supporting Paper (Produced by: City of York Council)	September 2011
Spatial Strategy –Supporting Paper	September 2011

(Produced by: City of York Council)	
Infrastructure Delivery Plan (Produced by: City of York Council)	September 2011

- 2.7 In addition to the existing evidence base we are also working on an emerging evidence base. These are shown in Table 4 below:

**Table 4: Emerging Evidence Base Documents**

Study	Progress so far:
City Centre Movement and Accessibility Framework	LDF Working Group October 2011. Ongoing.
Central Historic Core Conservation Area Appraisal	Committee November 2011. Ongoing
York and North Yorkshire Strategic Housing Market Assessment (Produced by: GVA)	Draft. Ongoing.

- 2.8 As the LDF progresses, we will consider whether any further work or specialist studies are needed to develop or supplement this evidence base. This will be considered when preparing any LDDs and as part of the annual monitoring process. Consultants will be employed where the information required is of a specialist nature or the time needed to undertake the research is not available in-house.

## Risk Analysis

- 2.9 An assessment has been undertaken to identify key risks to the programme, these are outlined in Table 5 below along with potential mitigating actions.

**Table 5: Risk Analysis**

Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
Staff turnover	H	M	The potential loss of a team member could have a significant impact upon LDF delivery. To address this risk contingencies are in place (such as the redeployment of internal resources to cover a shortfall or use of 'agency' staff) to enable continuity in the programme in the event of a staff member leaving the employment of the Council.
Changes in National Guidance arising following the consultation on the Draft	H	H	Ensure that the LDF team is fully aware of emerging national and regional context and responds to changes early.  Also consider potential changes with inspector following submission for Core

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
National Planning Policy Framework.			Strategy.
Change in the local political agenda.	H	L	Cross party LDF Member Working Party to provide consensus where possible.
Objections	H	M	Whilst the SCI sets out the overall engagement strategy with all interested parties, it is likely that there will remain some interests whose case will need to be considered at Inquiry. However this will not be known until the DPD is published and formally consulted on. Notwithstanding this, the front-loading of engagement with interested parties will seek to overcome as many objections as possible prior to the examination stage, where the most significant slippage in preparation may occur.
Capacity of Planning Inspectorate (PINS) to accommodate an as yet unknown level of nationwide demand.	H	M	The capacity of PINS is not something that the Council can directly influence.
Soundness of DPDs	H	L	Dialogue with Government Office and PINS at all key stages in the process will seek to minimise the risk. Issues and concerns would then be addressed in a timely manner.
Soundness of DPDs & Legal challenge	H	L	All DPDs will be prepared upon a robust evidence base subject to a sustainability appraisal, and involve engagement with all interested parties.
Implication of Development Management decisions on major applications	M	L	Dialogue with Development Management colleagues recommendations to Members.

### 3. Annual Monitoring Report

- 3.1 The Council is required to annually monitor the effectiveness of its policies and progress on the production of its LDF. As a part of this process it will prepare an Annual Monitoring Report (AMR) before 31<sup>st</sup> December each year that will cover the previous financial year (1 April to 31 March).
- 3.2 AMRs have been prepared and submitted to Government Office covering the time periods 2005/06, 2006/07, 2008/2009, 2009/10 and 2010/2011. All of the reports are available to view on the Council's webpage [www.york.gov.uk](http://www.york.gov.uk) or from the Council's Integrated Strategy – Research and Development Team (please see contact details in section 1).
- 3.3 The AMR includes:
- national core indicators and locally devised indicators, which monitor the effectiveness of current planning policies. Future AMRs will also suggest actions to address any issues highlighted (but will not itself amend or revise policies);
  - an assessment of the progress made by the Council with regards to the LDF. This includes a review of the documents produced and ongoing work taking place. It also states the reasons why or why not progress has taken place; and
  - a comprehensive review of contextual statistics that help to paint a picture of the social, environmental, economic, physical and demographic background for the City of York.

### 4. Sustainability Appraisal and Strategic Environmental Assessment

- 4.1 Section 39 of The Planning and Compulsory Purchase Act 2004 requires LDDs to be prepared with a view to contributing to the achievement of sustainable development. Local Planning Authorities must also comply with the European Union Directive 2001/42/EC which requires formal Strategic Environmental Assessment (SEA) of certain plans and programmes which are likely to have significant effects on the environment. The Directive has been incorporated into English law by virtue of the SEA Regulations 2004, and applies to all LDDs where formal preparation begins after 21<sup>st</sup> July 2004. All DPDs will therefore be subject to Sustainability Appraisal (SA) incorporating SEA. SA/SEA will also be produced for SPDs, which are area based if the effects have not been appraised within a higher level Sustainability Appraisal.
- 4.2 In this way, SAs assist and improve policy, project and programme development by assessing the likely significant effects on the economic, social and environmental objectives by which sustainable development can be defined.

4.3 The SA/SEA report will be an integral part of the plan making progress and will be undertaken in stages alongside the production of each DPD/SPD. The first stage involves establishing the evidence base, identifying the key sustainability issues with regard to the city and developing sustainability objectives relevant to that DPD in a Sustainability Appraisal Scoping Report. For each DPD we have also produced Initial Sustainability Statements to accompany consultation to provide sustainability information on the issues and options presented. The initial statements will feed into the final Sustainability Appraisal and maintains ongoing discussion as to the direction and progression of each document.

4.4 Table 6 shows the sustainability documents that have been completed to date:

**Table 6: Completed Sustainability Documents**

LDF Document	Sustainability Documents completed
Core Strategy	<ul style="list-style-type: none"> <li>• SA Scoping Report (June 2006, revised October 2010)</li> <li>• Issues and Options Initial Sustainability Statement (June 2006)</li> <li>• Issues and Options 2 Initial Sustainability Statement (September 2007)</li> <li>• Preferred Options Document (June 2009)</li> <li>• Submission (Publication) (September 2011)</li> </ul>
Allocations and Designations DPD	<ul style="list-style-type: none"> <li>• SA Scoping Report (March 2007)</li> <li>• Issues and Options Initial Sustainability Statement (March 2008)</li> </ul>
York Northwest AAP  Former British Sugar / Manor School SPD	<ul style="list-style-type: none"> <li>• SA Scoping Report (July 2007)</li> <li>• Issues and Options Initial Sustainable Statement (November 2007)</li> <li>• Consultation Draft Sustainability Appraisal (December 2010)</li> </ul>
City Centre Area Action Plan	<ul style="list-style-type: none"> <li>• SA Scoping Report (July 2008)</li> <li>• Issues and Options Initial Sustainability Statement (July 2008)</li> </ul>

4.5 We undertake Sustainability Appraisal within the Research and Development team within the Integrated Strategy unit. Keeping this resource 'in-house' matches government best practice and helps to ensure that the SA process is embedded into the LDF policy development process.

## 5. Existing Council Strategies

- 5.1 Government guidance indicates that the LDF has a key role in delivering the spatial aspects of the Sustainable Community Strategy. It is also clearly important that the LDF takes full account of other existing Council strategies that have spatial elements. Table 7 highlights existing Council Strategies that will be considered and scoped as part of on going work for the LDF. In addition to the existing Council Strategies, Officers will seek to identify emerging strategies with implications for the LDF and ensure a consistent approach is taken.

**Table 7: Existing Council Strategies**

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
<p>The Council Plan 2011-2015</p>	<p>The Council's Plan set's out the City of York Council's priorities for 2011-15. The priorities are to:</p> <ul style="list-style-type: none"> <li>• Create jobs and grow the economy</li> <li>• Get York moving</li> <li>• Build strong communities</li> <li>• Protect vulnerable people</li> <li>• Protect the environment</li> </ul>	<p>2011-2015</p>
<p>York – a city making history: Vision and Sustainable Community Strategy (2008)</p>	<p>The Community Plan runs to 2025. It sets a vision for the City which aims to:</p> <ul style="list-style-type: none"> <li>• build confident, creative and inclusive communities;</li> <li>• create a leading environmentally-friendly city;</li> <li>• ensure York is at the forefront of innovation and change with a prosperous and thriving economy;</li> <li>• create a world class centre for education and learning for all; and</li> <li>• celebrate our historic past whilst creating a successful and thriving future.</li> </ul>	<p>To 2025</p>
<p>Local Transport Plan (LTP3)</p>	<p>A review of the SCS is currently under discussion. Local transport authorities are required by the Transport Act 2000 to prepare a LTP. The City of York's Third Local Transport Plan (LTP3), covering the period April 2011 to March 2015 and beyond to 2031, has now been published. It is expected that there will be a significant growth in jobs and housing over the next 15 - 20 years. The make up of York's population will also change over this period, with more older and dependent people</p>	<p>2011 – 2031</p>

**Local Development Scheme 2012**

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>expected to be living in the city. This will increase the pressures on the transport network, which could lead to current levels of delay increasing contributing to more emissions of greenhouse gases and pollutants that affect air quality in some areas of the city.</p> <p>The priority for LTP3 is to provide a high quality, well planned, fully integrated and efficiently operated transport network in order to limit, as far as possible, any future delays and to enable the city to continue to function. This is expected to be achieved through:</p> <ul style="list-style-type: none"> <li>• Providing Quality Alternatives to the car to provide more choice and enable more trips to be undertaken by sustainable means.</li> <li>• Improving Strategic Links to enhance the wider connections with the key residential and employment areas in and around York, and beyond.</li> <li>• Encouraging Behavioural Change to maximise the use of walking, cycling and public transport and continue improving road safety</li> <li>• Tackling Transport Emissions to reduce the release of pollutants harmful to health and the environment.</li> <li>• Enhancing Public Streets and Spaces to improve the quality of life, minimise the impact of motorised traffic and encourage economic, social and cultural activity.</li> </ul> <p>Air quality issues in York are mainly related to traffic emissions. An Air Quality Action Plan (AQAP2) was developed alongside LTP2, to support the aim of improving air quality. This remains current for LTP3.</p>	
A Municipal Waste Management	The Municipal Waste Management Strategy has been developed by the	2006 -



<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
Strategy for the City of York and North Yorkshire	York & North Yorkshire Waste Partnership and provides the strategic vision for managing wastes and improving resource recovery in York and North Yorkshire. This Strategy contains the policies, aims, objectives and targets for the partnership area.	2026
Draft York Economic Strategy	<p>This Strategy is focused on five interconnected objectives that are rooted in evidence and analysis:</p> <ol style="list-style-type: none"> <li>1. <b>INNOVATION</b> - capitalise on R&amp;D, creativity, technology and efficiency</li> <li>2. <b>INVESTMENT</b> – make York an international centre for knowledge based business</li> <li>3. <b>ENTERPRISE</b> – foster entrepreneurship and the growth of indigenous business</li> <li>4. <b>PEOPLE</b> - strengthen and capitalise on York’s excellent skills base and inclusivity</li> <li>5. <b>PLACE</b> – a quality environment with infrastructure and sites that enable growth</li> </ol>	2011-2015
New City Beautiful – Toward an Economic Vision	The study examines the economic potential of the city together with the unprecedented number of major projects, underway or in the pipeline in York, and considers how these can be pulled together into a coherent strategy that will provide greater certainty for future investment. The work focuses on the delivery of key developments, ensuring these take account of York’s attractiveness and heritage, as well as maximising their economic, social and environmental potential.	n/a
Children and Young People’s Plan	The main purpose of the plan is to provide a clear sense of direction for everybody working to improve outcomes for children and young people in the city. Contains an analysis of local needs and priorities and concentrates	2009-2012

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
York Housing Strategy	<p>on 6 outcomes for children and young people: being healthy, staying safe, enjoying and achieving, making a positive contribution, achieving economic wellbeing and managing services.</p> <p>The assessment looks at supply and conditions of the housing stock, the numbers, demand and location. It also looks at the Council's approach to negotiating affordable housing on sites. It covers vulnerable groups and the homeless.</p> <p>Local housing priorities include:</p> <ul style="list-style-type: none"> <li>- Improving access to housing services, advice and support</li> <li>- Making best use of the existing housing stock</li> <li>- Maximising the supply of decent, environmentally sustainable homes that people can afford</li> <li>- Improving the condition, energy efficiency and suitability of existing homes and create attractive neighbourhoods</li> <li>- Reducing homelessness and tackle the causes of homelessness</li> <li>- Strengthening partnership working between agencies</li> </ul>	2011-2015
Older People's Housing Strategy	<p>This strategy forms part of the wider 'York Housing Strategy 2011-15'. The strategy aims to raise the profile of older people's housing issues within this broader plan. It provides a framework within which investment decisions can be taken. Strategic priorities are:</p> <ul style="list-style-type: none"> <li>- To ensure older people can make informed choices and plan ahead by providing accessible and clear information on their housing options;</li> <li>- Ensure older households are able to live in their homes for longer;</li> <li>- Where there is need for specialist accommodation, ensure it promotes and enables independence and choice;</li> </ul>	2011-2015
Private Sector Housing Strategy	<p>This document sets out how the council and partners will work to improve</p>	2008-2013

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>the condition and management of owner occupied and privately rented homes in York. Its 5 strategic aims include to:</p> <ul style="list-style-type: none"> <li>- Encourage and support owner-occupiers to maintain and repair their homes and introduce energy efficiency measures;</li> <li>- Encourage private landlords to provide good quality and well managed properties for their tenants;</li> <li>- Help people whose independence may be at risk remain in or return to their homes;</li> <li>- Maximise use of the existing housing stock to increase the supply of Decent affordable homes in York;</li> <li>- Strengthen existing and develop new partnerships to support the private housing sector.</li> </ul>	
Homelessness Strategy	<p>This strategy sets out what needs to be done to address homelessness in York over the next five years. Its strategic aims are:</p> <ul style="list-style-type: none"> <li>- to ensure people who are at risk of homelessness are aware of, and have access to, the services they need to help prevent it;</li> <li>- to ensure the provision of, and fair access to, accommodation sufficient to meet identified housing needs;</li> <li>- to ensure people with housing related support needs have these needs fully assessed and have access to the support services required to sustain independent living and prevent homelessness;</li> <li>- to ensure the effective co-ordination of all service providers, across all sectors, whose activities contribute to preventing or addressing homelessness, or meeting the accommodation and support needs of people who are homeless or at risk of homelessness.</li> </ul>	2008-2013
Contaminated Land Strategy	The law on contaminated land is made under Part 2A of the Environmental	2010 -

## Local Development Scheme 2012

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>Protection Act 1990 [1] and is commonly referred to as 'Part 2A'. Part 2A came into force on 1<sup>st</sup> April 2000, following the enactment of section 57 of the Environment Act 1995 and the Contaminated Land (England) Regulations 2000. These Regulations were replaced in 2006 by The Contaminated Land (England) Regulations 2006 [2], to include land that is contaminated by virtue of radioactivity.</p> <p>Its intended role is to enable the identification and cleanup of land on which contamination is causing unacceptable risks to human health or the wider environment, or lasting exposure to radiation where action is likely to be justified.</p> <p>This strategy explains how the Council will go about inspecting the city for contaminated land, and how it will manage the information that we generate. The strategy also includes information on timescales and progress made to date.</p>	2013
City of York Council Life Long Learning and Culture Service Plan	<p>The plan focuses on the following key outcomes:</p> <p>Outcome 1: Making York More Eventful</p> <p>Outcome 2: Engagement in Learning</p> <p>Outcome 3: Being Healthy</p> <p>Outcome 4: Supporting Stronger Communities</p> <p>Outcome 5: Developing a Vibrant Cultural Infrastructure</p>	2008/09
Sport and Active Leisure Strategy	<p>To enable York to be a City that offers the widest possible range of sport and active leisure opportunities for people, the strategy aims to ensure that:</p> <ol style="list-style-type: none"> <li>1. every individual in York will be aware of the health benefits of active leisure and of the opportunities available to them;</li> <li>2. coaching and development opportunities exist for participants;</li> <li>3. people improve their performance and to compete at the highest</li> </ol>	2009-2015

<u>Strategy</u>	<u>Role</u>	<u>Timescale</u>
	<p>levels;</p> <ol style="list-style-type: none"> <li>4. the sustainability of the sport and active leisure infrastructure in the city, including high quality facilities and strong clubs;</li> <li>5. we capitalise on the contribution that Sport and active leisure makes to the culture and quality of life of residents of the city;</li> <li>6. we promote and enhance the role that sport and physical activity can play in developing safer and stronger communities.</li> </ol>	
Low Emission Strategy	<p>A Low Emission Strategy is currently being prepared for the City to address deteriorating local air quality and to reduce emissions of all pollutants (including Green House Gases). This will aim to accelerate the uptake of low emission vehicles and technology, helping to improve local air quality and protect health. It will also aim to establish a more holistic approach to local air quality and carbon management reduction.</p>	<p>Due to be adopted in 2012 and will be updated annually</p>
The Climate Change Framework and Action Plan (2010)	<p>The Climate Change Framework covers 2010-2015 and will enable York to coordinate and drive forward actions to reduce Carbon Dioxide (CO<sub>2</sub>) and other emissions across the city in the long term and up until 2050. The Action Plan covers 2010-2013 and will be a combination of two specific action plans. The plans are broken into mitigation, actions that will reduce emissions across York and adaptation, actions that will help York better prepare and adapt to the predicted changes in climate. The headline objectives are:</p> <ul style="list-style-type: none"> <li>• to reduce York's CO<sub>2</sub> and other greenhouse gas emissions in line with government targets;</li> <li>• to coordinate CO<sub>2</sub> and other greenhouse gas emission reduction initiatives across York;</li> <li>• to coordinate actions to better prepare York for future climate change;</li> <li>• to make fuller use of the potential for low carbon, renewable, localised</li> </ul>	<p>Framework: 2010-2015 Action Plan 2010-2013</p>



**Local Development Scheme 2012**

<b><u>Strategy</u></b>	<b><u>Role</u></b>	<b><u>Timescale</u></b>
	<p>sources of energy generation across York;</p> <ul style="list-style-type: none"> <li>• to raise awareness and understanding of climate change throughout the Without Walls Partnership, City of York Council and within communities, businesses, organisations across York; and</li> <li>• contribute to the City's Sustainable Community Strategy and the creation of a sustainable, environmentally friendly City.</li> </ul>	
<p>The Single Equalities Strategy and Scheme 2009-2012</p>	<p>The Single Equality Strategy and Scheme 2009 to 2012 outlines how we intended to make equality of opportunity a reality in all our activities, for example employment practices, provision of services and working with partners. This strategy and scheme covers three years (2009 to 2012).</p>	<p>2009-2012</p>

## 6. Resources

### Financial

6.1 The financial implication of the production of the three DPDs highlighted in paragraph 2.4 has been fully assessed. The majority of the costs relating to staffing will be met through Revenue budgets. In addition funds have also been identified to meet costs relating to the following:

- technical work for the LDF evidence base that cannot be undertaken in house (as detailed in Annex B);
- the public examinations into the Core Strategy and Allocations and Designations DPD (this includes costs relating to the Planning Inspectorate, Programme Officer and venue); if the Council wishes to progress the City Centre Area Action Plan (CCAAP) to Examination further funding will have to be identified.
- the need for additional temporary posts to aid the production of the DPDs;
- legal and consultancy support on procedural issues; and
- consultation and publication.

### Programme Management, Reporting and Responsibilities

- 6.2 The responsibility for preparing the LDF lies with Director for City Strategy. The Assistant Director for Strategic Planning and Transport provides an overall Project Director role and provides the link with both the Directorate and wider Council management teams who have regular updates on LDF progress and presentations and discussions at key stages in the progress of key documents.
- 6.3 The Head of Integrated Strategy Unit has the role of LDF project management supported by members of teams in specialist work areas. In addition the Integrated Strategy Unit will be primarily responsible for delivering the LDF. Its components are illustrated by the family tree attached as Annex C. Within the Integrated Strategy Unit the Strategy and Transport team will lead on the production of the Core Strategy and Allocations and Designations DPDs with strong support from the Research and Development Team on the production of the evidence base, sustainability appraisal and monitoring and review. The production of the City Centre Area Action Plan and Supplementary Planning Documents relating to York North West which will be produced by the Council's Major Development Projects and Initiatives group shown as Annex B.

## Reporting

- 6.4 Issues relating to the LDF are reported to Council Members via the Local Development Framework Working Group. This is a formally constituted cross party committee of the Council which meets in public and makes recommendations to the Council's Cabinet.
- 6.5 The Council's Cabinet is formally responsible for making decisions relating to LDF production other than approving document for submission to the Secretary of State or final adoption. Decisions relating to these issues must be made by Full Council.



## **Annex A: Local Development Documents**

Profiles of each document currently being prepared are set out below.

### **Core Strategy (DPD)**

#### **Description and Role**

The Core Strategy will set out the overall strategy of the LDF and the key strategic policies against which all development will be assessed. All other DPDs prepared by the Council will have to be in conformity with the Core Strategy and contain policies and proposals which support its strategic vision, objectives and spatial strategy. The Core Strategy will contain:

- a context;
- a vision;
- a spatial strategy;
- objectives, targets and policies for:
  - the role of York's Green Belt;
  - York city centre
  - York Northwest
  - York's quality historic and built environment;
  - housing growth and distribution;
  - aiding choice in the housing market;
  - affordable housing;
  - communities facilities;
  - education, skills and training
  - sustainable economic growth ;
  - retail;
  - sustainable transport;
  - air quality
  - green infrastructure;
  - sustainable design and construction;
  - flood risk;
  - sustainable waste management;
  - minerals;
  - infrastructure and developer contributions
- a delivery strategy; and
- a monitor, manage and review framework.

The Core Strategy will have to conform to the Regional Spatial Strategy (RSS) until it is abolished and will have full regard to other key Council Strategies such as the Sustainable Community Strategy and the Local Transport Plan (LTP3) and take into account issues such as sustainable development and promoting diversity and social inclusion.

The Core Strategy will be accompanied by a Key Diagram. This will identify, in a visual format, the key issues that will impact on York's spatial strategy and

general core strategy approach such as areas of constraint, strategic transport corridors, strategic growth points for housing, employment and retail.

**Table 8 : Core Strategy DPD Timetable**

Submission	January 2012
Pre-examination meeting	February 2012
Examination	April 2012
Inspector's reporting time and receipt of Inspector's Report and Adoption	May-August 2012

## **Allocations and Designations (DPD)**

### **Description and Role**

This DPD and associated proposals map will show all the sites which have been specifically identified for development or protection in order to meet the Council's vision and objectives and/or policies of the Core Strategy. It will set out policies and proposals maps relevant to the sites including detailed requirements for their development and phasing policies. Allocations and designations will be developed from the vision and strategic objectives of the Core Strategy and will specify sites proposed and protected for:

- Green Belt boundaries and settlement limits – including areas 'washed over' by Green Belt and major developed sites in the Green Belt;
- Areas of Search/safeguarded land
- City Centre AAP and YNW strategic allocation boundaries
- Conservation Areas, Historic Parks and Gardens, Area of Archaeological Importance
- Housing, Gypsy and Traveller sites, health, community facilities and built sports.
- Educational establishments
- Employment sites
- Retail sites
- Designated city, district and local centres
- Transport schemes including existing and proposed cycle routes
- Waste sites
- Renewable energy
- Flood Zones
- Open space
- Biodiversity sites
- Green Corridors

Some allocations will be phased to follow a sequential approach to release and thereby ensure that they are flexible and responsive. This is particularly relevant to housing. Like each of the LDDs, the Allocations and Designations DPD will be subject to regular scrutiny through the monitoring process and an

Annual Monitoring Report to ensure sites are coming forward as intended, to provide a suitable and available land supply.

**Table 9: Allocations and Designations DPD Timetable**

Consideration of representations on Issues and Options and preparation of Preferred Options document	January – April 2012
Preferred Options Consultation	May – June 2012
Consideration of representations on Preferred Options document and preparation of Submission document	July – December 2012
Publication of document (including 6 week consultation)	January - February 2013
Consideration of representations of publication document	March - May 2013
Submission	June 2013
Pre-examination meeting	July 2013
Examination	September 2013
Inspector's reporting time and receipt of Inspector's Report and Adoption	October – December 2013

## **City Centre Area Action Plan (DPD)**

### **Description and Role**

AAPs focus upon implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation. Action plans or area strategies with a geographic spatial dimension will benefit from having development plan status in contrast to their previous status as supplementary planning guidance.

There are clearly several areas of the City that could benefit from the production of AAPs. The City of York's architectural and archaeological history is famous worldwide and is one of the key factors in attracting large numbers of visitors to the City. The Minster itself is the largest Gothic Cathedral in Northern Europe. In addition, the Museum Gardens is registered on English Heritage's list of Parks and Gardens of Special Historic Interest. Given the historical importance of the City Centre, its key tourism, retail and business roles and the development issues it faces, it is considered that this should be one of the first areas to be the subject of this type of DPD.

**Table 10: City Centre Area Action Plan (DPD) Timetable**

Consideration of representations on Issues and Options and preparation of Preferred Options document	January – April 2012
Preferred Options Consultation	May – June 2012
Consideration of the representations on the Preferred Options document and preparation of Submission document	July – December 2012
Publication of document (including 6 week consultation)	January-February 2013
Consideration of representations of publication document	March – May 2013
Submission	June 2013
Pre-examination meeting	July 2013
Examination	September 2013
Inspector's reporting time and receipt of Inspector's Report and Adoption	October – December 2013

## **Summary**

Table 11 below shows each DPD, its status, role and content, geographical coverage and its position in the chain of conformity.

Table 11 : Summary of Key Documents

Document title	Status	Role and content	Geographical coverage	Chain of conformity	Publication of document (including 6 week consultation)	Submission	Receipt of Inspector's Report and Adoption
Core Strategy	DPD	Sets out the overall direction for the LDF by driving forward the spatial planning framework for the city. Sets out the vision, objectives, targets and policies	City of York authority area	Consistent with national planning policy and general conformity with regional spatial strategy	Completed September – November 2011	January 2012	May-July 2012
Allocations and Designations	DPD	This shows all the sites which have been specifically identified for development and protection in order to meet the Council's vision and objectives or strategic policies of the Core Strategy.	City of York authority area	Core Strategy and Regional Spatial Strategy	January – February 2013	June 2013	October – December 2013
City Centre Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case York City Centre.	City Centre, to be defined through the AAP process.	To conform with the Core Strategy	January – February 2013	June 2013	October – December 2013

## Annex B : Planning Guidance

### **Existing Planning Guidance:**

#### **General Planning Guidance:**

- *Contributions to Education Facilities (approved May 2002)*
- *Guide to Extensions and Alterations to Private Dwelling Houses (approved March 2001)*
- *Interim Affordable Housing Guidance (Dec 2010)*
- *Listed Buildings and Conservation Areas (adopted 2005)*
- *Planning Obligations & Agreements Procedure Note (adopted 2005, revise 2011)*
- *Highway Design Guide for York (2000)*
- *Guidelines for the Preparation of Transport Assessments and Travel Plans (adopted 2001)*
- *Sustainable Design and Construction Interim Planning Statement (Nov 2007)*
- *Commuted sum payments for open space in new development (August 2011)*
- *The York City Walls Conservation Plan (draft, 2004)*
- *The York City Walls & Interpretation and Access Plan (draft, 2004)*
- *Air Quality and Planning Guidance Note (May 2009)*
- *Design and Access Statements: How to use them to prevent crime (2009)*
- *Castle Piccadilly Development Brief (2006)*

#### **Village Design Statements:**

- *Copmanthorpe Village Design Statement, November 2002*
- *Poppleton (Upper and Nether) Village Design Statement, August 2003*
- *Heslington Village Design Statement, April 2004*
- *Rufforth Village Design Statement, September 2004*
- *Askham Bryan Village Design Statement, June 2005*
- *Holtby Village Design Statement, April 2005*
- *Murton Village Design Statement, December 2005*
- *Askham Richard Village Design Statement, June 2005*
- *Dunnington Village Design Statement, March 2006*
- *Knapton Village Design Statement, May 2006*
- *Skelton Village Design Statement, October 2008*

#### **Development Briefs:**

- *Elvington Airfield, Oct 1997*
- *Hessay Depot, Oct 1997*
- *Parkside Commercial Centre, Mar 2000*
- *Germany Beck, Sept 2001*
- *Metcalfe Lane, June 2002*
- *Heslington East, Feb 2004*
- *York Central, Mar 2004*
- *Hungate, Apr 2005*
- *Castle Piccadilly, Mar 2006*
- *Discus Bungalows, 2006*
- *Terry's Factory, May 2009*
- *Nestle South, May 2007*

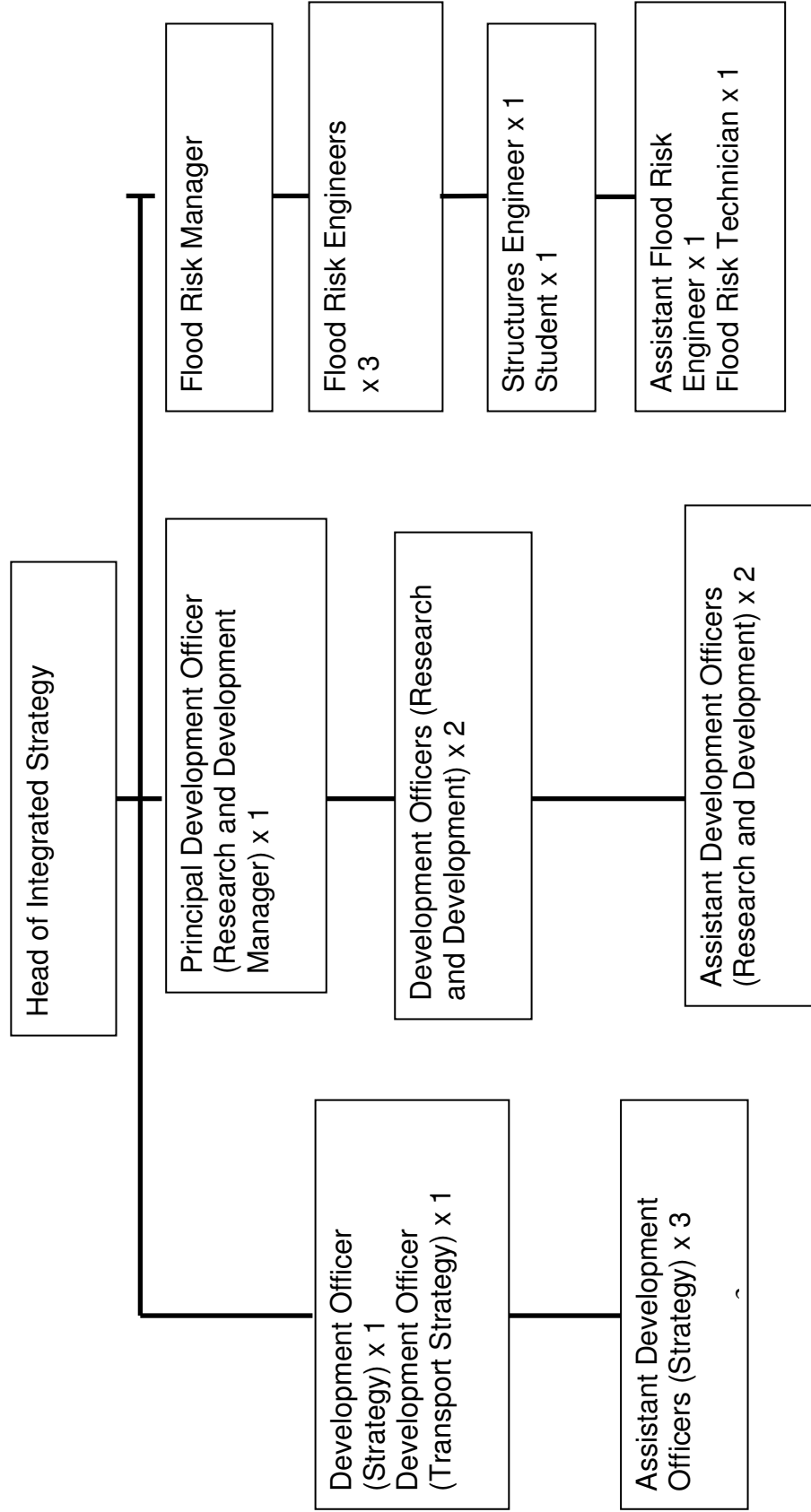
**Emerging Planning Guidance:****SPDs currently being prepared:**

- *Trees on Development Sites (proposed adoption 2012)*
- *Archaeology (proposed adoption (2013/2014)*
- *Local List (proposed consultation 2012)*
- *Affordable Housing (proposed adoption 2012)*
- *Community Infrastructure Levy (proposed adoption 2013)*
- *Sustainable Design and Construction, including Targeted Recruitment and Training (revision, 2012)*
- *Green Infrastructure (proposed adoption 2013)*
- *York Central Historic Core Conservation Area Appraisal (proposed adoption 2011)*
- *House Extensions and Alterations (proposed adoption 2012)*
- *Sub-division of Dwellings (proposed adoption 2012)*
- *York Central (proposed adoption 2012)*
- *Former British Sugar/Manor School (report to committee for adoption 2012)*
- *Castle Piccadilly (Companion Document, 2012)*
- *Parking Standards (proposed adoption 2012)*
- *Low Emission Strategy SPD (proposed adoption 2012)*

**Village Design Statements currently being prepared:**

- *Fulford Village Design Statement (proposed adoption 2011)*
- *Naburn Village Design Statement (proposed adoption 2011)*
- *Wigginton Village Design Statement (proposed adoption 2011)*

## Annex C: Integrated Strategy Unit Team Structure





## **Annex D : Glossary of Terms**

**Allocations and Designations:** One of the documents in the *Local Development Framework*, the Allocations and Designations DPD will identify the development sites needed to deliver the objectives of the *Core Strategy*.

**Annual Monitoring Report (AMR):** Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the *Local Development Scheme* and the extent to which policies in *Local Development Documents* are being successfully implemented.

**Area Action Plan:** Used to provide a planning framework for areas of change and areas of conservation. Area Action Plans will have the status of *Development Plan Documents*.

**Biodiversity:** The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

**Brownfield Sites/Locations:** Previously developed land that is, or was, occupied by a permanent structure (excluding agricultural or forestry building) and associated fixed surface infrastructure.

**Central Core Conservation Area Character Appraisal:** An appraisal to describe, define and analyse the special character and appearance of the Central Historic Core Conservation Area and assess its current condition.

**Core Strategy:** Part of the Local Development Framework (LDF). The Core Strategy sets out the long-term spatial vision for the local planning authority area and the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a *Development Plan Document*.

**Development Plan:** As set out in Section 38(6) of the Act, an authority's Development Plan consists of the relevant *Regional Spatial Strategy* and the *Development Plan Documents* contained within its *Local Development Framework*.

**Development Plan Documents (DPDs):** Spatial planning documents that are subject to independent examination, and together with the relevant *Regional Spatial Strategy*, will form the *Development Plan* for a local authority area for the purpose of the Act. They can include a *Core Strategy DPD*, an Allocations and Designations DPD, and *Area Action Plans* (where needed). Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Documents in the *Local Development Scheme*.

**Green Belt:** a policy and land use designation used in land use planning to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas.

**Green Corridors:** these are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network of biodiversity and / or public amenity as opposed to a collection of sites.

**Green Infrastructure:** Green infrastructure is the physical environment within and between cities, towns and villages. It is a network of multifunctional open spaces including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside.

**Greenfield Sites/Locations:** An area of land that has never been built upon.

**Greenhouse Gases (GHG):** A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

**Historic Environment:** Refers to the historic buildings, streetscapes, landscapes and parks which together form an important aspect of the character and appearance of York.

**Issues and Options:** Produced during the early production stage of the preparation of *Development Plan Documents* and may be issued for consultation.

**Local Development Document (LDDs):** The collective term in the Act for *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

**Local Development Framework (LDF):** The name for the folder of *Local Development Documents*. It consists of *Development Plan Documents*, *Supplementary Planning Documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

**Local Development Scheme (LDS):** Sets out the programme for preparing *Local Development Documents*.

**Local Plan:** A document which, forms part of the *Development Plan* for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry.

The Planning and Compensation Act 1991, requires that new Local Plans provide district wide coverage.

**Local Transport Plan (LTP):** A 20-year strategy with an action plan prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

**Preferred Options:** Previously a formal stage in the *Local Development Framework* process. Preferred Options is informed by the *Issues and Options* consultation and the *Sustainability Appraisal* and the Preferred Options Stage is an opportunity to debate the draft strategy before the finalised strategy is submitted to the Secretary of State.

**Proposals Map:** A map showing all the allocations for development and designations for protection.

**Regional Spatial Strategy:** A plan which contains the regional spatial policy which currently forms part of the statutory development plan. Due to be abolished in 2013.

**Spatial Planning:** 'Spatial' planning is a wider, more inclusive approach to considering the best use of land than traditional 'land-use' planning. Land-use planning has an approach that focuses on the regulation and control of land whereas spatial planning provides greater scope for the Council and other organisations to promote and manage change in the area.

**Statement of Community Involvement (SCI):** Sets out the standards which authorities will achieve with regard to involving local communities in the preparation of *Local Development Documents* and development control decisions. The Statement of Community Involvement is not a *Development Plan Document* but is subject to an independent examination.

**Strategic Environmental Assessment (SEA):** A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

**Sustainability Appraisal (SA):** Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.

**Sustainable Communities:** Sustainable Communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

**Sustainable Development:** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability looks at reconciling environmental, social and economic aims.

**Supplementary Planning Documents (SPDs):** Provide supplementary information in respect of the policies in the *Development Plan Documents*. They do not form part of the *Development Plan* and are not subject to independent examination.

**York Northwest Corridor:** An area of strategic importance immediately to the north and west of York City Centre consisting of two distinct brownfield sites: York Central and the Former British Sugar/Manor School site. These sites are separate but are located close to one another with significant interconnecting transport implications.



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**Local Development  
Framework Working Group**

**5<sup>th</sup> December 2011**

Report of the Director of City Strategy

**YORK CENTRAL DEVELOPMENT FRAMEWORK AND  
FORMER BRITISH SUGAR/ MANOR SCHOOL  
SUPPLEMENTARY PLANNING DOCUMENT**

**Update on Preferred Transport and Access Approach**

**Summary**

1. This report sets out the findings of work undertaken to establish a transport approach, including site access strategy, on the York Central (YC) and former British Sugar/ Manor School (fBS/MS) development sites. Members are asked to note the findings of the work, and to endorse the proposed approaches to taking these findings forward, as outlined in the report.

**Background**

2. The YC & fBS/MS sites are strategic allocations in the September 2011 publication draft Core Strategy, accommodating significant levels of housing, and in the case of YC, employment and retail growth through the plan period.
3. In 2007, work began on an Area Action Plan (AAP) to guide the development of the two sites, which together form the York Northwest (YNW) development corridor (see plan at appendix 1). It was realised in 2010, however, that work needed to be progressed on the sites at different rates, and at a meeting of the executive on 30<sup>th</sup> March 2010 it was agreed by Members that the detailed planning of the sites

would be taken forward through the preparation of separate LDF documents. It was subsequently resolved that these would take the form of a Supplementary Planning Document (SPD) for the FBS/MS site, and a development framework for the YC site.

4. Whilst it was agreed that the detailed planning of these two strategic sites could be undertaken independently, the need for an overarching approach to transport, which captured the synergies, conflicts and cumulative impacts of the two sites, was also recognised. Initial transport modelling work undertaken by the Council identified that development would have significant impacts on the local and strategic network, particularly focussed around the A1237 Outer Ring Road, and the A59-A19 corridor, within which both sites sit. The results of this initial phase of modelling were termed a 'Reference Case', against which a 'Sustainable Case' was prepared, which sought to effect modal shift and mitigate impacts. The Publication Draft Core Strategy sets out at policy CS18 the need for a YNW transport masterplan to be prepared to explore and resolve these issues in more detail.

### **York Northwest Transport Masterplan**

5. The Council has taken the approach of developing a Transport Masterplan to enable the incremental development of the York Northwest Corridor (YNW) within a framework that allows the management and mitigation of cumulative transport impacts and ensures delivery of the transport infrastructure necessary for the development of York. A draft of the Masterplan is available in the Members library and in electronic format on request, and a plan indicating York Northwest in its immediate context at appendix 1.
6. This Masterplan will sit alongside the Local Development Framework's emerging Core Strategy and site-specific supplementary planning documents. The Council will use the Masterplan to assess the Transport Assessment, framework Travel Plan and other documents submitted by developers for the sites within YNW. The technical work, including transport modelling and engineering feasibility studies, which have been undertaken in preparing this Masterplan, build on a transport study undertaken for York Central in 2005 (Faber



Maunsell's Transport Masterplan) and reported to members in January 2006.

7. Without mitigation, the development of this corridor has the potential to have a harmful effect on the local and strategic highway network and therefore other networks, such as local buses and cycle routes. This was illustrated by the outcomes of previous modelling work, outlined in the YNW Transport Topic Paper (August 2010), which looked at a 'Reference Case', and showed the congestion and delay impacts associated with the additional traffic generated by development of the sites to be significant. Ultimately, this is contrary to the objective of reducing the impact of travel on the environment.
8. YNW is to be developed in a highly sustainable manner, where the need to travel will be minimised and travel by sustainable modes will be encouraged through design, active promotion and, where necessary, support for new services.
9. The draft master plan sets out the transport infrastructure and other transport improvements required to mitigate the impacts of the 'reference case' and further improvements within a 'sustainable case' to further reduce the traffic impacts of developments in YNW. Some of these, such as improving the junctions on the A1237 outer ring road are large cost items, whereas some of the other measures, such as smarter choices measures are much lower cost.
10. The draft Masterplan also identifies those items that have a direct impact on the local transport network, for which developer contributions will be sought through obligations as part of the planning process. Other strategic transport infrastructure for which new sources of funding may be pursued (such as the Community Infrastructure Levy, if adopted by the Council) have also been included in the draft Masterplan
11. The draft Masterplan has been informed by transport modelling and access feasibility work undertaken on behalf of the Council. The latest stage of access feasibility work, also reported in this paper, looks at options for forming

vehicular accesses to YC, and pedestrian/ cycle links from the fBSMS site, more work will be required in respect of new access options at Chancery Rise (York central) to fully understand transport implications. Member are asked to endorse the approach outlined in the draft masterplan and its ultimate use in assessing the Transport Assessment, framework Travel Plan and other documents submitted by developers.

**York central access feasibility.**

12. On 30<sup>th</sup> March 2010, members were advised that the Leeds City region, and as a result the Council, had been successful in securing funding from a national Urban Eco-Settlement (UES) development fund. The Councils share of this totalled £130,000, the allocation was revenue funding to be used for masterplanning and feasibility work. This was utilised in part to establish a detailed understanding of site access options, in order to recommend a preferred approach. This work was undertaken for the Council by framework consultants Halcrow, and is available from the Members library or an electronic version available on request.
13. Establishing appropriate site access is key to the regeneration of the York Central site. This is due to the site being bounded by live rail lines, and currently accessible only via Leeman Road, with limited vertical clearances and poor strategic network links (See Appendix 1: York Northwest Site & Context Plan). Work was undertaken by Faber Maunsell in 2006 to allow the Council to understand options related to accessing the site. This work, reported to Members in January 2007, led to public consultation on 6 vehicular access options as part of the York Northwest Area Action Plan Issues and Options Consultation. Feedback from this consultation was given to Members of the LDF Working Group on 13<sup>th</sup> May 2008, and is summarised in respect of York Central access options at appendix 2.
14. Part of the UES funding allocation was utilised to build on this earlier work. This was done for a variety of reasons: Firstly a greater level of detail was required than the high level options looked at by Faber Maunsell (which did not, for

instance, incorporate detailed designs for bridges or junctions with the highway). Secondly, a late additional access option required testing (Chancery Rise). Thirdly, the assumptions relating to operational rail retentions and subsequent availability of land for access and/ or development had also evolved. Finally, an updated and accurate cost base was deemed important in pursuing funding opportunities associated with the site. Reappraising the access approach has also allowed for greater influence in terms of environmental considerations, with, for example access from Water End impacting far less on the Leeman Road Millennium Green.

15. Previous modelling work indicated that given the scale of development envisaged at York Central, two new all-mode accesses would be required to the site, alongside some use of the existing Leeman Road accesses and new or improved pedestrian and cyclist routes. Given the configuration of the local road network, and the constraints surrounding the development site, it was determined through modelling work that a new point of all-mode access should be created from the A59 Poppleton/ Holgate Road, and a second from Water End. The option of having a direct link from the A1237 Outer Ring Road to YC, through the fBS/MS site, was considered in early stages of modelling. Cost benefit analysis revealed that the high engineering costs associated with provision outweighed benefits. Modelling found that the link road would be used mainly by existing road users, rather than traffic generated by the YNW development; more detailed discussion of this option is provided in the YNW transport masterplan. This option was discounted from further consideration on these basis of these issues.
16. The more recent work undertaken by Halcrow has been structured so as to be flexible in order to respond to future circumstances in terms of development or operational rail context. Each access option is broken down into three key segments:
  - A Junction with existing road network
  - B Carriageway and bridge design
  - C Descent into development site

Each 'segment' has interchangeable design options outlined, capable of responding to alternative land availability, and with different characteristics.

17. Report findings include assessment of engineering feasibility/buildability, detailed bridge designs, current delivery costs, land-take requirements and commentary on land-ownership and environmental considerations. Network performance of alternative junction options is also assessed, though it should be noted that this relates just to the technical capacity of the immediate junction being considered and not the wider capacity of the network to absorb any impact.
18. The report considers four main approaches in terms of the A59 Poppleton/ Holgate Road access; three from the Holgate Business Park area, and one from Chancery Rise. One main access route alignment is considered from Water End, with a range of highway junction and site descent options. The report also advises on formation of more local or temporary access points from the existing Leeman Road, and provides a cost and phasing plan for the demolition of the existing Queen Street Bridge and reinstatement of inner ring road. A plan of access corridors is given at appendix 3.
19. It should be noted that access options discussed in the section relate only to all-mode (including vehicular) access to York Central, and will need to be underpinned by a range of high quality pedestrian and cycle links and improvements, particularly between the site and the City Centre. These are discussed in more detail in the York Northwest transport masterplan.

#### A59 Poppleton/ Holgate Road Access

20. In terms of access from the A59 Road, the report finds that recommended highway gradient standards are such that any access over the 5 Acre site (options B1 and B2) would be unable to achieve the height required to clear rail lines positioned any further south than existing lines serving the adjacent Carriageworks Building. These access options would therefore be incompatible with Network Rails aspirations to improve the functionality of the Carriageworks building by providing a fan of new rail lines over the 5-Acre

site into the building. On this basis, without deviating from adopted Highway Standards these options could be ruled out.

21. A third option is provided in Access Corridor A; east of the Carriageworks building at Chancery Rise. This option provided the lowest cost approach to accessing the York Central site (£9.1m at 2011 prices) since local topography is advantageous, and the structure need only span limited existing rail lines on the sites southern boundary. However, the carriageway alignment proposed in the report results in loss of play facilities at Cleveland Street, and is sited in close proximity to residential properties. Subsequent to the completion of the study, it emerged that Network Rail would be willing and able to make land available at the Carriageworks Building through removal of rail traversers and potentially partial demolition of the building itself. This would allow the access to be aligned to protect the play area and residential properties, and work is progressing with Network Rail to pursue this approach.
22. The Halcrow report presents two highway junction options in respect of Chancery Rise access; a roundabout option and a signalised junction. Both perform well in network terms, though the roundabout option precludes the need for third party land acquisitions.
23. It should be noted, however, that the performance of this access option in terms of impact on, and relationship with the surrounding network, unlike other options, has not been tested in detail through transport modelling at this stage. Undertaking this work will be an essential next step in order to allow full assessment of performance and comparison with alternative access approaches. It is recommended that more detailed transport modelling is undertaken to understand the access option and junction option impacts in the context of the wider network and fox junction in particular.
24. A fourth access option is also currently being tested at Open Space at Holgate Business Park (see appendix 4). This option is being tested against two rail retention scenario's (see appendix 4). An indicative highway alignment, with

access from the existing Holgate Business Park junction, is also given at appendix 4, and engineering costs are currently estimated to range between £22.7m (land availability scenario 1) and £7.2m (land availability scenario 2). These options would also have some amenity impact on adjacent residential properties on Renshaw Gardens, and require re-provision of existing open space, but would almost certainly perform better in terms of network impact and traffic distribution.

25. It is recommended that Members endorse further exploration of options at Chancery Rise and Open Space North of Holgate Business Park in more detail, to include transport modelling of wider network impact, and that one of these two be selected as a preferred option on the basis of network impact, cost (influenced by rail retention approach), amenity/environmental impact, and place-making/ site arrival considerations, including the fact that different access locations suggest different dispositions of development parcels within York Central, with different inherent values.

#### Water End Access

26. The Halcrow report considers four junction options for a Water End access. Each of the options presented has a carriageway alignment that is constrained as far as is feasible to land owned by Network Rail, west of Leeman Road Millennium Green. Junctions are configured in this way in order to minimise impact on this important green asset, though would still result in the loss of some green space outwith Green which should be re-provided. Junction options are depicted with retaining structures, or in the case of option 4, an indicative extent of earthworks. In reality, each option could be constructed with a retaining structure, embankments, or a pier supported structure, potentially with community buildings beneath. Taking into account cost, environmental impact, and network performance, it is recommended that members endorse that junction option 4 (mini-roundabout) be taken forward in further work.
27. The report goes on to consider 5 access corridor options, with associated bridge designs. These 5 options relate to alternative rail retention scenario's, and vary widely in cost,

from £30.8m to £60.6m. Option 1 assumes very limited availability of land, and as a result, whilst technically feasible, is practicably unbuildable in its live rail context and has a prohibitive cost of £60.6m. It is recommended that this option be ruled out from further consideration, and that future decisions made around operational rail retentions reflect this. Option 4b has the second highest build costs at £41.5m, and passes at high level within around 30 metres of residential properties on Garfield Terrace: On the basis that option 4a provides a less costly and intrusive version, it is recommended that option 4b is also dropped from further consideration.

28. Option 5/6 and option 4a are similar in terms of environmental impacts, being located some distance away from the residential Garfield Terrace and from the Millennium Green SINC, and being similar in alignment and elevation. Since option 5/6 has a single rail crossing, its cost is significantly lower than options 4a, at £30.8m compared to £36.3, and on this basis it is recommended that Members endorse that option 5/6 be pursued in terms of development framework and future operational rail decisions, with option 4a as a reserve option should option 5/6 be prejudiced by rail retentions.

#### Phasing of Site Access

29. Having set out the most appropriate options for providing principal points of all-mode access to the York central site, the phasing of this provision must now be considered. Three principal factors will influence this; the spatial disposition and phasing of site development and development finance/ risk.
30. In terms of spatial considerations, it is likely that the site will be developed from its most accessible areas around the station and Leeman Road, where development will relate to an existing built context and higher value city centre type uses are more likely to be appropriate. These areas of the site would be most efficiently served by an A59 access. This access also happens to be considerably less costly than the Water End option, and consequently, its up-front provision will result in much lower finance costs within the development as a whole, allowing more monies to be used

to deliver a high quality development, that meets the cities aspirations. The lower costs are also a reflection of the fact that this access is simpler to deliver, and could be seen as a lower risk option than Water End to any potential site investor or public funding body. On this basis, it is recommended that Members endorse a phased approach to all mode access provision, which prioritises provision of an A59 access, to be augmented by a Water end access provided at a stage when development quanta/ type and associated vehicular trip generation warrant this.

#### Leeman Road and Queen Street

31. The Halcrow report considers at section 7, potential options for providing localised accesses to the York Central site from Leeman Road. The report discusses these in the context of a Leeman Road Closure; a longstanding place-making and traffic management aspiration associated with York central, which would require more detailed modelling/ design, and public consultation. The proposed local accesses are minor in nature, and in terms of associated cost and impact. Members are asked to note these elements of the report
32. The report also considers at section 8 the network implications and costs of demolishing the Queen Street Bridge, and the nature of reinstatement of the highway: Again this is a longstanding place-making aspiration associated with development of the York Central site. The report finds that the works would cost in the region of £5.5m and would be phased over a period of 52 weeks. Members are asked to note these elements of the report and endorse the continued inclusion of the works in the York Central development, subject to site viability.

#### **British Sugar Pedestrian and Cycle Access Feasibility**

33. A second portion of the York Northwest Urban Eco Settlement funding allocation was attributed to feasibility/ exploratory work around access to Green Infrastructure. These funds have been utilised to explore the feasibility of forming new pedestrian and cycle linkages from the fBS/MS site to nearby green infrastructure corridors and hence to the City Centre.



34. Work was undertaken by CYC engineering consultancy and explored options to form new links to the regional green corridor formed by Poppleton and Acomb Ings around the River Ouse (hereafter referred to as 'the Ings')- referred to in the study as access corridor 1, as well as links towards the city centre to influence the sites modal share profile, referred to in the study as access corridor 2. A plan of the corridors is given at appendix 5, with the full report available in the Members library and electronically on request. The work reported on the relative attractiveness of different options in terms of optimal location, engineering feasibility and buildability, land requirements, environmental considerations and cost.

#### Access Corridor 1

35. The access study outlines benefits of providing an access to open space and to employment opportunities at York Business Park and any potential future rail Halt on the Harrogate Rail Line through bridging the Harrogate line. The study recommended two alternative approaches to providing this access through bridge structures over the Harrogate Rail Line. Option 1 provided a direct tripartite link between the fBS/MS site and both York Business Park and the Ings. Option 2 provided just a link to York Business Park (from where one can access the Ings by a more circuitous route). The engineering costs of providing these two accesses are estimated at £500k and £320k respectively.
36. Given the objective of increasing accessibility to green infrastructure, and the fact that option 2 would incur an additional journey of around 1100m over option 1 in reaching the Ings from the centre of the fBS/MS site (against Yorks PPG17 study accessibility standards of 240m to 960m dependent on open space typology), it is proposed that the more direct option 1 approach be pursued to enhance the fBS/MS site development.
37. In terms of how the option is pursued, it is considered unreasonable to make provision of the access a prerequisite of the development itself, rather it is an improvement that the Council would be keen to deliver in order to improve the

overall redevelopment. The redevelopment should, however, respond spatially to this opportunity and some level of financial contribution from the development may be appropriate.

### Access Corridor 2

38. The study also outlined the critical nature of providing high quality and attractive pedestrian and cycle routes to the city centre from the fBS/MS site in order to influence travel patterns. The study outlined four potential options for providing new dedicated off-road links to or beyond the orbital cycle route and off-road city-bound routes from water End. The study advised on the engineering feasibility, environmental consideration and engineering cost for each option, as well as giving some narrative on land ownership issues.
39. Subsequent to the main study, more detailed engineering feasibility work has been undertaken on these four options by Halcrow, this work provides an updated cost base of between £750k and £1.49m based on the approach taken, and is also available in electronic format on request, with a hard copy in the Members library.
40. Given the importance of providing attractive city bound pedestrian/ cycle links as an alternative to using the car, it is recommended that provision of the new link be pursued as part of the package of transport contributions to be made by the fBS/MS development site. Since uncertainties exist around land ownership issues, it is recommended that additional work be undertaken to engage with landowners and establish certainty as to a whether this can be taken forward.

### **Next Steps**

41. It is recommended that the approach outlined in the York Northwest transport masterplan be used to inform pre-application and planning discussions and decision making within York Northwest, including assessing the Transport Assessment, framework Travel Plan and other documents submitted as part of the planning application process

42. It is recommended that the York Central Chancery Rise or 'Holgate Business Park Open Space' access option be explored in more detail, informed by detailed transport modelling work, and that a preferred option will be taken forward on the basis of outlined criteria alongside the preferred Water End access options as part of a suite of transport improvements at York central. This will be used to inform the development framework being produced by the Council, which will be subject to community consultation and sustainability appraisal in due course. This access approach will also be used in any relevant public funding bid work that is undertaken, and inform any planning discussions or decisions on the site.
43. It is recommended that the proposed approach to forming new pedestrian and cyclist links at the fBS/MS site be developed in more detail (including full environment assessment), and inform pre-application negotiations and subsequent planning submissions from landowners/developers at the site.

## **Options**

44. There are two options available in respect of this report:

**Option 1:** To proceed with the Transport and Access Approach and next steps as outlined;

**Option 2:** To request that changes are made and revisions brought back to a future meeting of the LDF Working Group.

## **Corporate Priorities**

45. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. Development of this area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development. The

regeneration of this area will support the following corporate priorities:

**Create Jobs and grow the economy** by bringing forward land to meet business needs and attracting investment

**Get York Moving** by improving city centre circulation and encouraging less reliance on the car.

**Protect the Environment** by managing green space and improving the quality of York's streets and public spaces

## Implications

46. Implications are as listed below:

Financial	None at this stage.
Human Resources (HR)	None
Equalities	None at this stage
Legal	None at this stage
Crime and Disorder	None
Information Technology (IT)	None
Property	None at this stage
Other	None

## Risk Management

47. Failure to adopt an appropriate transport approach for the sites in a timely manner could mean that either development of these strategic sites is either stalled or terminated, or that it does not fully mitigate its transport impacts, to the detriment of the City's environmental quality and economic prosperity.

## Recommendations:

48. That Members recommend to Cabinet that it::

- I. Notes and endorses the approach outlined in the draft York Northwest Transport Masterplan, and its use in pre planning enquiries, and planning applications within the York Northwest corridor.

Reason: To ensure that development in the corridor responds appropriately to its transport related context in promoting sustainable travel and mitigating residual impacts

- II. Notes and endorses the proposed approach to accessing the York central site, the next steps to arriving at a preferred option, including detailed modelling work, and appraisal against outlined criteria, and the ultimate use of a preferred access approach to inform ongoing plan preparation, development enquiries and public funding bids.

Reason: To ensure that this strategic regeneration site is re-developed and appropriately serviced.

- III. Notes and endorses the proposed approach to providing pedestrian and cycle links from the former British Sugar/ Manor School site, and its use to inform the planning of the site and public funding bids

Reason: To maximise sustainable travel to and from this strategic development site, and make best use of existing open space.

### Contact Details

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**Chief Officer Responsible for the report:**

Derek Gauld  
Head of MDPI

**Report Approved**

**Date** 25.11.2011

**Specialist Implications Officer(s):** None

**Wards Affected:**

All

For further information please contact the authors of the report

Appendices

- Appendix 1 York Northwest Site and Context Plan
- Appendix 2 York Central Vehicular Access: Issues and Options Consultation Feedback Summary.
- Appendix 3 Halcrow Access and Feasibility Study – Plan of Key Access Corridors
- Appendix 4 Additional York central access Option at open Space at Holgate Business Park
- Appendix 5 British Sugar Access Feasibility Study – Plan of Key Access Corridors

Background Papers

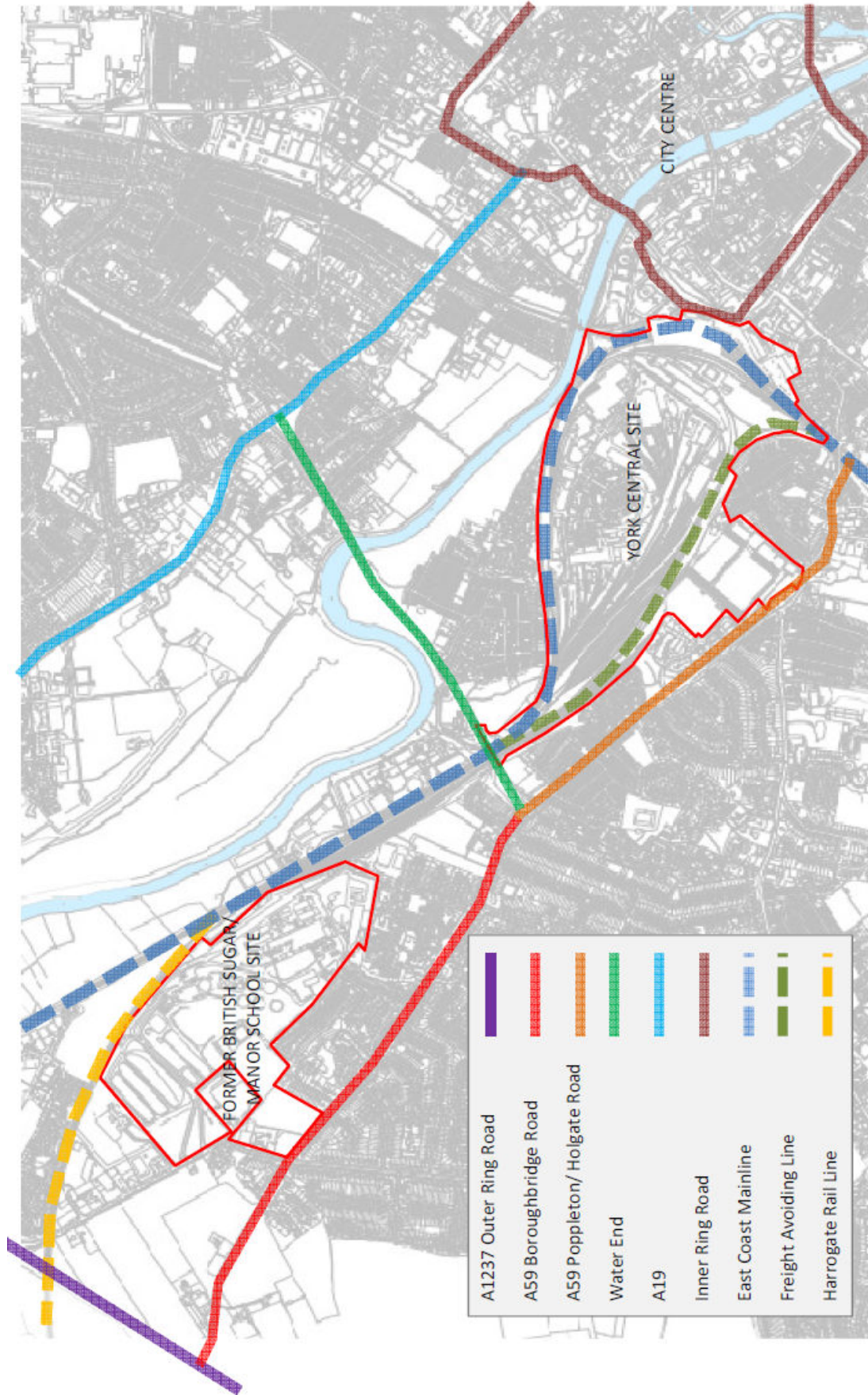
York Northwest Transport masterplan

Halcrow Engineering Feasibility Study

CYC British Sugar Engineering Feasibility Study

Halcrow Pedestrian and Cycle Access Assessment Report (British Sugar)

**Appendix 1: York Northwest Development Sites and Context Plan**





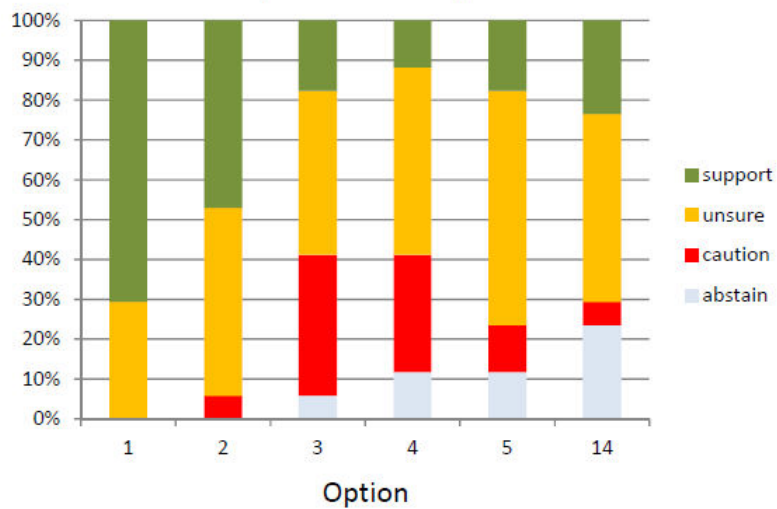
**Appendix 2: York Central Vehicular Access: Issues and Options Consultation Feedback Summary.**

York Central Vehicular Access Options Consulted on Nov 2007 – Jan 2008

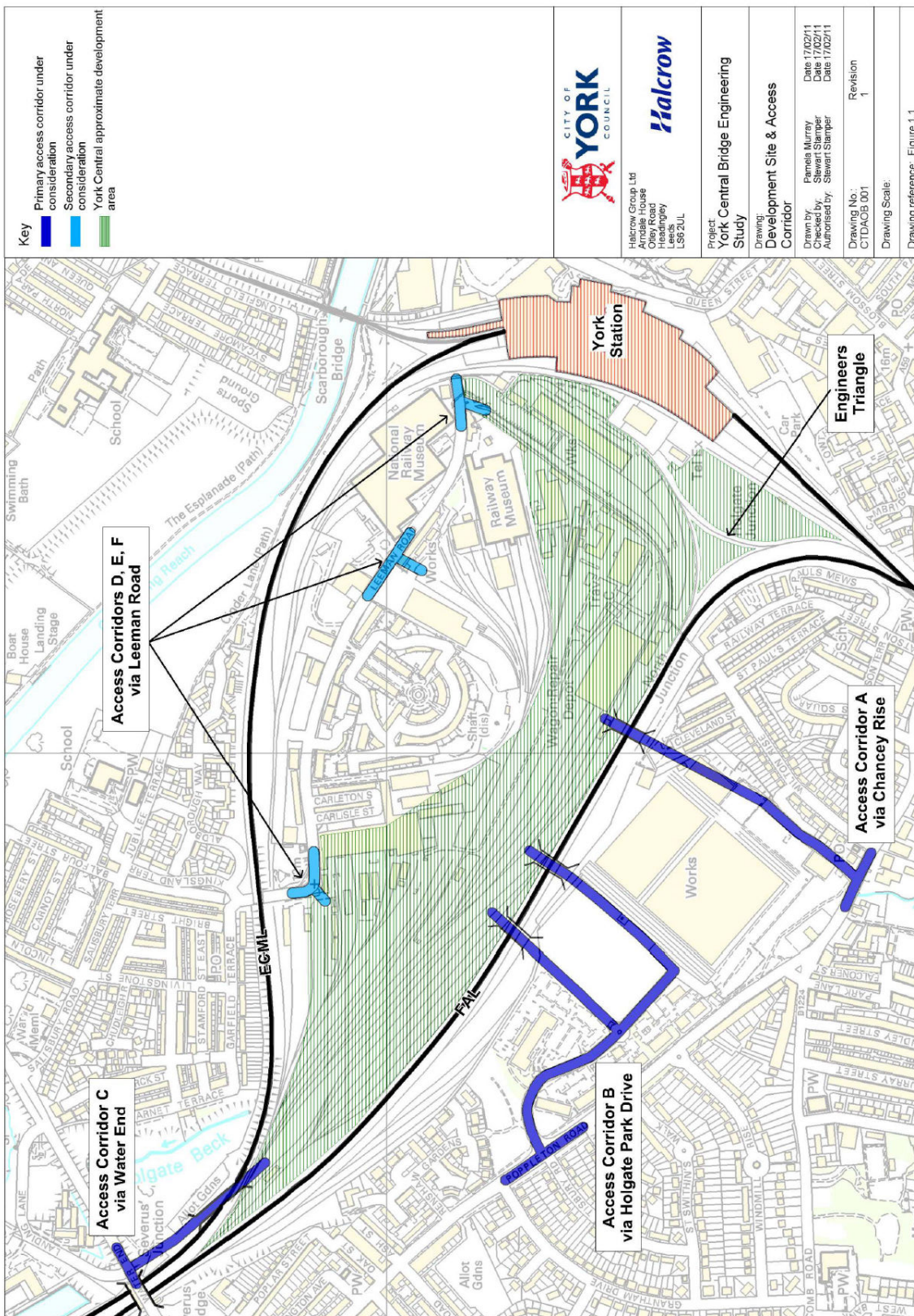


- 1: Water End
- 2: Holgate Business Park
- 3: Queen Street
- 4: Holgate Road/ Acomb Road
- 5: Leeman Road (severed for through traffic)
- 6: Marble Arch

Issues and Options Workshop Feedback



**Appendix 3: Halcrow Access and Feasibility Study – Plan of Key Access Corridors**



**Key**

- Primary access corridor under consideration
- Secondary access corridor under consideration
- York Central approximate development area



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**CITY OF YORK COUNCIL**

Project: York Central Bridge Engineering Study  
 Drawing: Development Site & Access Corridor  
 Drawn by: Pamela Murray  
 Checked by: Stewart Stamer  
 Authorised by: Stewart Stamer  
 Date: 17/02/11  
 Date: 17/02/11

Drawing No.: C1DA0B 001  
 Revision: 1  
 Drawing Scale:  
 Drawing reference: Figure 1.1

**Appendix 4: Additional York Central Access Option at  
Holgate Business Park Open Space**

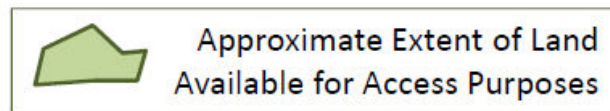
### York Central Access Option at Holgate Business Park Open Space: Rail Land Availability Options



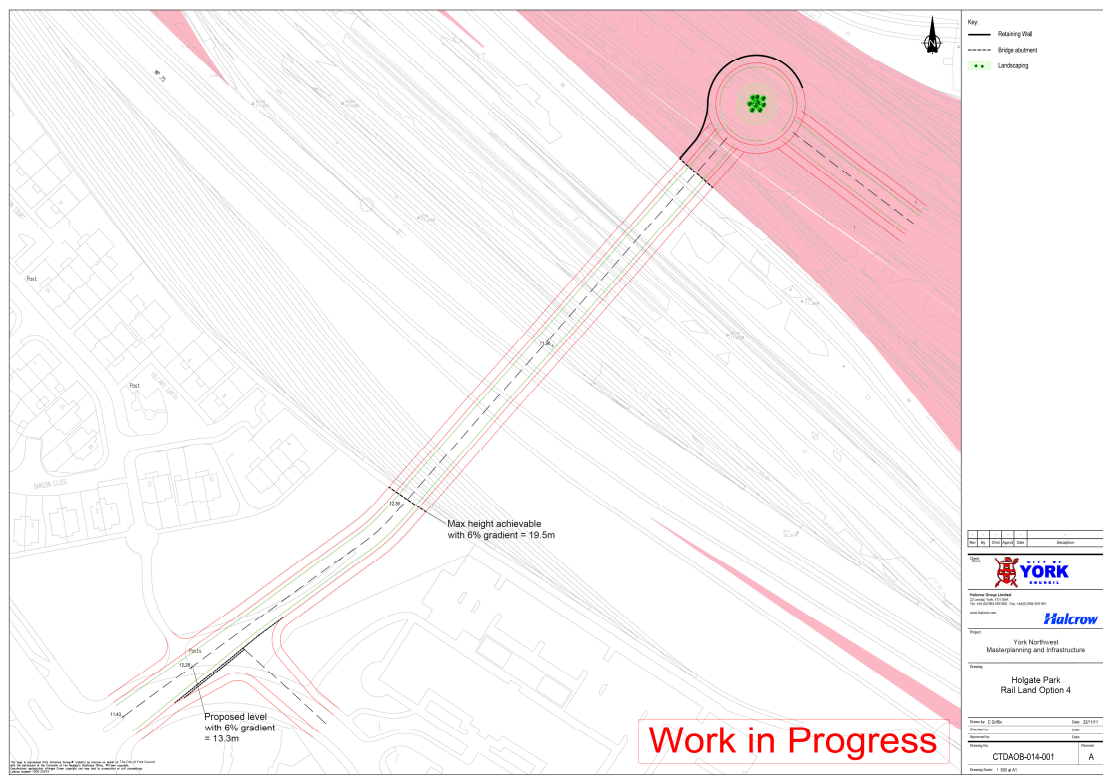
Land Availability Scenario 1



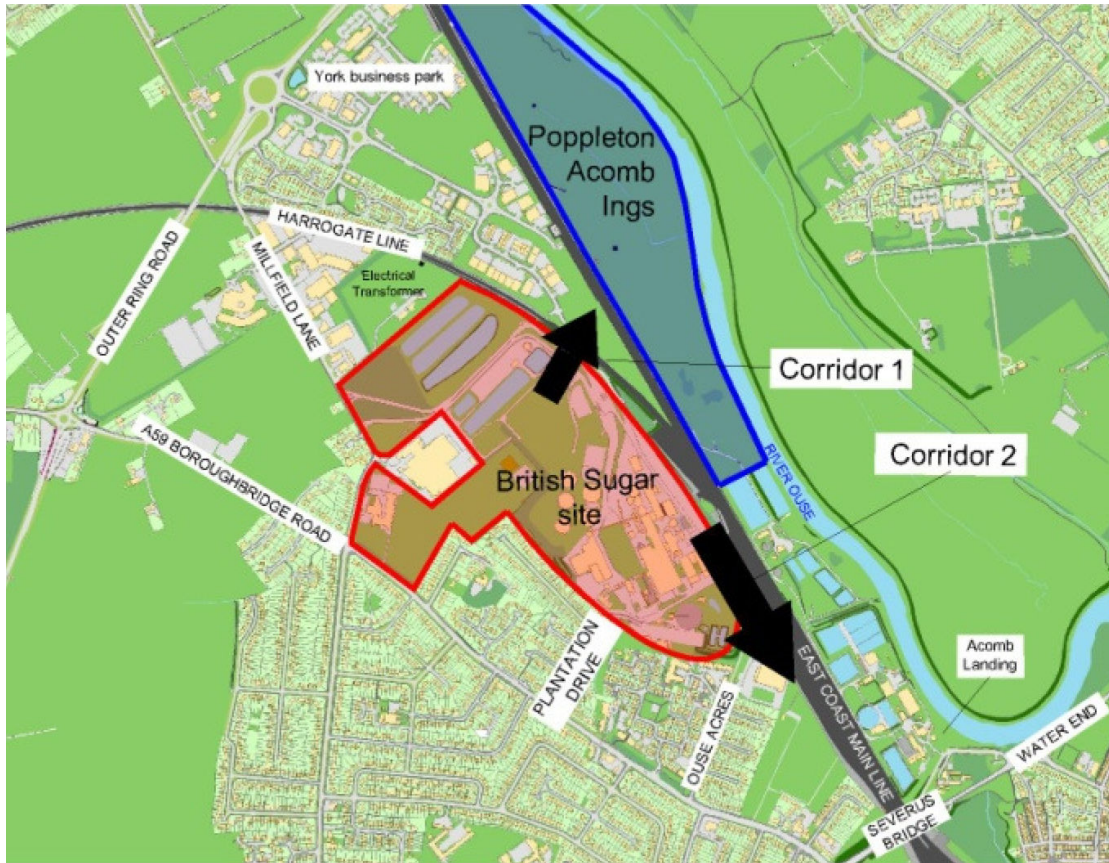
Land Availability Scenario 2



### York Central Access Option at Holgate Business Park Open Space: Draft Proposed Highway Alignment



**Appendix 5: British Sugar Access Feasibility Study – Plan of Key Access Corridors**







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**Local Development Framework Working Group****5<sup>th</sup> December 2011**

Report of the Director of City Strategy

**AFFORDABLE HOUSING TARGETS IN RURAL AREAS****Summary**

1. A report on a proposed interim approach to affordable housing was considered by the Council's Executive on 14<sup>th</sup> December 2010. This endorsed the reduced affordable housing targets in line with the Fordham's Affordable Housing Viability Study (AHVS, July 2010), as amended following consultation with the York Property Forum and Developers, as an interim measure in advance of the LDF Core Strategy examination in 2012. The AHVS has previously been adopted as part of the LDF evidence base.
2. However, whilst Members approved the recommendation, the minutes exempted the reduction of the rural affordable housing target on sites between 2 and 15 homes from the interim approach. This resulted in an affordable housing target of 25% on brownfield and 35% on Greenfield sites on urban and rural developments above 15 units, but retained a 50% target on rural sites between 2 and 15 homes. This report seeks to clarify and amend this anomaly, reducing the rural target in-line with the study recommendations and current interim approach for sites above 15 homes.

**Background**

3. The LDF Working Group considered the findings of the Affordable Housing Viability Study, conducted by Fordham Research and dated July 2010, at the meeting of 5<sup>th</sup> July 2010. The study is an LDF evidence base for setting affordable housing targets and the thresholds which trigger the requirement and will support the LDF affordable housing policy.

4. The AHVS provides the levels of affordable housing at which the majority of sites will be viable, based on a detailed assessment of viability on a range of types of site in York. The targets are linked to a dynamic viability model which enables them to be updated on an annual basis so they align with market conditions. The review mechanism is based on house prices, build costs and alternative use values of land. Sensitivity testing of the Dynamic Model matrices is currently being undertaken in preparation of re-running the model following adoption as part of the LDF Core Strategy.
5. In following this methodology the study has identified the realistic and appropriate level of affordable housing that is viable in York, as set out in Table 1 below. The targets set out will be linked to the dynamic viability model in order to ensure accuracy over time:

<b>Table 1 – Recommended targets for adoption through LDF</b>	
<b>Nature of target</b>	<b>Urban/Rural Target</b>
<b>Short term targets (Target 1):</b> Broad-brush (brownfield) PPS3 target on sites of 15+ dwellings	25%
Greenfield target on sites of 15+ dwellings	35%
Sites 11-14 dwellings	25%
Sites 5-10 dwellings	20%
Sites of 2-4 dwellings	Off-site financial contribution
<b>Long term need requirement target (Target 2):</b> Plan-long and including grant expectations	50%

6. There is a recognition that the generally higher costs associated with brownfield development will lead to lower affordable targets than greenfield, and also that smaller sites will generally be less viable than larger ones. However, the study recommends abolishing the current distinction between urban and rural areas as it concludes that the targets are viable in all locations. This will mean that, once the LDF is adopted, all sites of 2 homes and above would contribute to affordable housing at the levels identified in Table 1.
7. Given the findings of the AHVS, Officers considered it would be inappropriate to continue to pursue a 50% affordable housing target when the Council's own LDF evidence base concluded that

this percentage was currently unviable. Consequently officers tabled a report proposing that the recommendations of the AHVS were adopted as an interim approach in advance of adoption through the LDF.

8. In consultation with Legal Services it became apparent that, whilst the revised targets could be introduced as an interim measure, the changes to thresholds could not as this would represent a change in policy rather than an amendment to existing policy. It was therefore recommended that the targets were revised to those identified in the study, as amended following consultation with the York Property Forum and Developers (Table 1), but within the existing urban/ rural thresholds. This proposal is summarised in Table 2 below:

<b>Table 2 – Proposed interim approach December 2010</b>	
<b>Thresholds</b>	<b>Target</b>
Brownfield sites => than 15 dwellings	25%
Greenfield sites => than 15 dwellings	35%
Urban sites < than 15 dwellings	0%
Rural sites 11-14 dwellings	25%
Rural sites 5-10 dwellings	20%
Rural 2-4 dwellings	Off site financial contribution

9. The minute of the approval of the above proposal excluded the rural threshold of between 2 and 15 units, meaning that the new recommended targets relating to rural areas were not applicable. As a result the affordable housing target on rural developments remains at 50% between 2 and 15 units, but then reduces to only 25% or 35% on sites above 15.
10. The inconsistency within this approach and the difficulty in negotiating for 50% affordable housing when the council's own approved evidence base states that this is not achievable, has resulted in officers applying the policy in a pragmatic manner. When developers have provided a letter with their application stating that 50% is not achievable, the targets in Table 2 have been pursued.
11. This approach has been successful, with two applications already approved with a commuted sum. Affordable housing has also been agreed in principle on four formal pre-application discussions, as well

as a number of informal discussions on sites of between 2 and 15 homes.

12. Clearly it is inconsistent to have a 50% target on rural sites below 15 units and a 25% target on sites above 15 units. Whilst Officers have responded by applying the inconsistent policy position pragmatically (and with success), it lacks the clarity, fairness, and consistency of being a transparent, publically-stated interim position.

### **Consultation**

13. Internal consultation has been undertaken with colleagues from relevant professional disciplines across City Strategy and Communities and Neighbourhoods.

### **Options**

14. There are three options identified in relation to this report:

**Option 1:** In-line with the interim policy approach for large sites greater than 15 units, reduce the affordable housing target on small rural sites (between 2 and 15 units) to the targets identified in Table 2, evidenced by the AHVS.

**Option 2:** Retain a 50% target on rural developments of between 2 and 15 units and apply the targets identified in the evidence base pragmatically.

**Option 3:** Retain the 50% target but increase the threshold at which it will apply to 8 homes.

### **Analysis**

For the reasons given in paragraphs 3-13 above, the recommendation of this paper is Option 1.

Option 2 would maintain the current position and only seek to amend the anomaly at the point the LDF is adopted. Although in practice officers can work with this policy by adopting a realistic and pragmatic approach to negotiations it remains an unsatisfactory approach which understandably has created confusion and has been questioned by the house building industry in the local media.

Option 3 represents a compromise position between options 1 and 2. Although there is some merit in this, it is the view of officers

that, instead of providing clarity, it would add further confusion to the policy. It would contradict the council's own approved evidence base upon which the interim approach is predicated and would exclude small sites from any affordable housing requirement which, in recent applications and negotiations, have proven to be viable. Furthermore, it would contradict the advice of legal services that the site thresholds can not be amended in an interim approach, only the actual affordable targets.

### **Corporate Priorities**

15. The options outlined above accord with the following Corporate Priorities:

- Sustainable City
- Thriving City
- Inclusive City
- Healthy City

### **Implications**

16. The following implications have been assessed:

- **Financial** – None
- **Human Resources (HR)** - None
- **Equalities** - None
- **Legal** – Option Three would counter legal advice that thresholds can not be altered in an interim approach as it would constitute a change to the actual policy.
- **Crime and Disorder** - None
- **Information Technology (IT)** - None
- **Property** - None
- **Other** – None

### **Risk Management**

17. In compliance with the Council's Risk Management Strategy, there are no risks associated with the recommendations of this report.

### **Recommendations**

18. That Members recommend Cabinet to:

- i) Approve Option 1 and reduce the affordable housing targets for rural sites between 2 and 15 units in-line with the council's evidence base (targets identified in Table 2 of this report), until such time as it is superseded by the adopted Local Development Framework Core Strategy.

Reason:

This will ensure that the interim approach is consistent and in-line with the council's own approved evidence base (Affordable Housing Viability Study). It will also publically reduce the affordable housing requirement to a level that has proven achievable through recent planning applications and discussions.

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**CANS**  
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**Report  
Approved**



**Date** 14/11/2011

### Specialist Implications Officer(s)

N/A

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report  
Background Papers-None.**